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**NEIGHBORHOOD**

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# CENTRAL-TERRY NEIGHBORHOOD

PREPARED BY  
THE CENTRAL/TERRY PARK NEIGHBORHOOD TASK FORCE  
AND THE  
BILLINGS, YELLOWSTONE  
CITY-COUNTY PLANNING BOARD  
JUNE, 1977



# PARK PLAN



## INTRODUCTION

This is the plan for the Central-Terry Park Neighborhood. The plan is a documentation of existing neighborhood conditions and future goals and objectives of the residents of the neighborhood. The neighborhood extends west from Division to 5th Street West, south from Grand Avenue to Broadwater; west from Division to 12th Street, south from Broadwater to Central; and traverses Montana Avenue.

The neighborhood is residential in character and represents a valuable housing source to the city; it is centrally located in the middle of the city and yet close enough to the downtown area that it is within walking distance; four major arterials traverse the neighborhood and bus routes travel this neighborhood daily.

There are many existing and potential problems within the Central-Terry Park Neighborhood. Much of the housing was constructed prior to 1939 and is showing its age. The area is divided by Broadwater Avenue, a major transportation route. In some locations land uses are changing from residential to commercial and industrial uses resulting in many incompatible land use situations. Much of the area is lacking urban amenities such as sidewalks, curbs and gutters and adequate street lighting.

Until recently there has been no strong organized leadership in the neighborhood to identify and find solutions to these growing problems. During November 1975 the Central-Terry Park Neighborhood Task Force was established by local residents, the Billings-Yellowstone City-County Planning Board and the Billings Community Development Department to find solutions to these and other neighborhood problems.

- a. housing stock built prior to 1939
- b. high degree of rental units
- c. declining home ownership
- d. income lower than city average
- e. high percentage of retired persons

This group has met twice monthly since the fall of 1975. The Central-Terry Park Task Force is made up of residents who represent the elderly, retired, the young married, and some businessmen who have businesses that are owned and operated locally. The Task Force has concentrated on neighborhood improvements which include planning aspects such as zoning, land use, transportation and public facilities that will upgrade the neighborhood.

The major goal of the City for the Central-Terry Park Neighborhood is maintaining the residential character of the neighborhood, and at the same time selectively redevelop Broadwater Avenue, Montana Avenue and to some extent Central Avenue. It is hoped that the plan will become a focal point around which the neighborhood will organize itself and unite with a strong sense of identity. In the past the Central-Terry Park neighborhood within its present boundaries had not been a clearly defined neighborhood. Implementation and recognition of the Central-Terry Park Task Force has greatly enhanced unity within the neighborhood.

The Central-Terry Park Neighborhood Plan consists of this text and accompanying maps concerning the neighborhood.

## PURPOSE

The Central-Terry Park Neighborhood Plan provides an official guide to new development and redevelopment of the neighborhood over the next five years for use by the Billings-Yellowstone City-County Planning Board, the Mayor, the City Council and other concerned governmental agencies as well as residents, property owners and private organizations concerned with planning and neighborhood improvement; and at the same time provide an immediate action program by identifying resources that meet neighborhood needs. Finally, using the planning process in conjunction with citizen involvement, it is expected that the City and residents will work together towards plan implementation.

The plan is intended to promote an arrangement of land use, circulation and services which will encourage and contribute to the economic, social and physical health, safety, welfare and convenience of the neighborhood, within the larger framework of the City. It is further intended to guide the development and change of the neighborhood to meet existing and anticipated needs and conditions, to contribute to a healthy and pleasant environment, to balance growth and stability, to reflect economic potentialities and limitations, to guide development, and to protect investments.

The plan is not an official zoning map and, as a guide, does not imply any implicit right to a particular zone or to the land uses permitted therein. Changes in zoning are considered under a specific procedure established under the City Zoning Ordinance, subject to various requirements set forth therein.

### Goals of the Plan

1. To coordinate the development of the Central-Terry Park Neighborhood with other parts of the city in conjunction with the Comprehensive Plan.

2. To encourage cooperation and resolve any conflicts between residential and commercial areas that might occur within the neighborhood.
3. To encourage rehabilitation of housing throughout the neighborhood including historic preservation of residential structures.
4. To encourage higher residential land use throughout portions of the neighborhood.
5. To encourage alternate means of transportation other than the automobile.
6. To encourage the residents to use recreational facilities that are within the neighborhood.
7. Special goals within the Neighborhood Plan would be:
  - a. The housing goal is to maintain the residential character of the neighborhood.
  - b. The land use goals of the neighborhood are: (1) maintain a residential character, (2) encourage a more intense residential land use and (3) encourage non-residential development when compatible with existing land use.
  - c. The transportation goals of the neighborhood are: (1) preserve neighborhood integrity by minimizing through traffic corridors, (2) enable safe pedestrian movement throughout the neighborhood and (3) effectively buffer residential areas from arterial streets to improve neighborhood residential character.
  - d. The urban design goal of the neighborhood is to maintain neighborhood identity and improve the quality of life.
  - e. The community facilities goal is to provide adequate facilities for recreation, neighborhood functions and social activities within the neighborhood.
  - f. The historic preservation goal is to retain local history by preservation and rehabilitation of structures with historic significance.
  - g. The employment goal of the neighborhood is to encourage employment opportunities that would fill the needs of the residents.
  - h. The environmental goal is to improve the environmental quality of the neighborhood and the City.
  - i. The social goal is to renew the Central-Terry Park Area into a neighborhood that its residents can be proud of.

## THE PLANNING PROCESS

A meaningful way to approach planning is as a process - an organized way of thinking about the future. The neighborhood planning process consists of making surveys, analysis and projections, defining problems, setting goals and objectives, formulating alternative ways to reach objectives, choosing those outcomes and updating goals and methods.

Planning is done consciously as well as unconsciously. The lack of formal plans usually indicates that the city is planning on a day-to-day, crisis-to-crisis basis, while the city with a long term neighborhood plan attempts to foresee its problems and solve them before they reach crisis proportions.

In order to develop a meaningful neighborhood plan, citizen participation, understanding and support are necessary ingredients. The Central-Terry Park Neighborhood Task Force has played a vital role in the neighborhood planning process. Providing a great deal of information and accepting the responsibility of being a spokesman for the neighborhood, the Task Force has given the neighborhood plan a high degree of accuracy and reality.

Bearing in mind that actions of public and private groups over a period of years actually determine the course of the community's development, the most useful purpose that a neighborhood plan can serve is to establish guidelines for policy determinations.

### Neighborhoods Within the City

Growing cities such as Billings are inevitably faced with problems related to the need to maximize individual benefits and choice while making the city more liveable. Resolution of these interrelated problems requires a continuing effort that involves assessment of neighborhoods and their relationship to the city as a whole, and the individual's role in an extremely complex and rapidly changing society. The solution to neighborhood problems can be obtained only by a shared responsibility between the individual, neighborhood and city government.

The multitude of complex influences affecting individual neighborhoods in Billings must be closely studied in the process of neighborhood planning to determine what can be done to improve the quality of life in our neighborhoods. Conditions and needs must be thoroughly analyzed to identify local problems. Some of the areas of concern in which action may be needed or desired include the improvement of housing, utilities, streets and transportation systems, and public facilities such as schools, parks and community centers.



TYPICAL NEIGHBORHOOD SCENE

### **What is a neighborhood plan?**



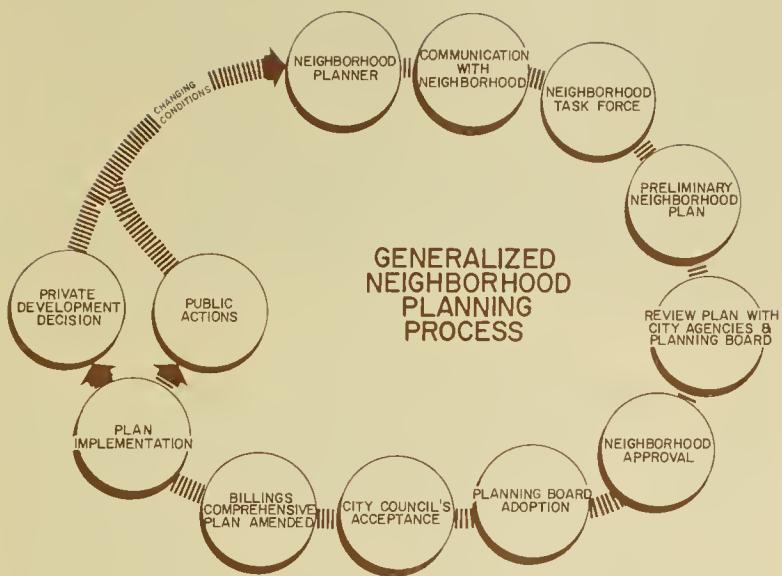
### The Neighborhood Plan

Neighborhood planning is a means of encouraging meaningful citizen participation in planning at the neighborhood level. The underlying assumption of the program is that interested and informed neighborhood residents can plan their own local environment as they might plan ahead for their own family activities or budget their income. Neighborhood planning is a method of updating and revising the long range City Comprehensive Plan, neighborhood by neighborhood, to reflect the desires of the local residents.

Neighborhood planning can provide for the planning of neighborhood streets, schools and parks as well as other public facilities. It can aid in designating land use zones for residential, commercial and industrial development within the neighborhood.

Neighborhood planning must also devote attention to identifying current problems and issues, establishing priorities, and formulating action programs for physical improvement of neighborhoods. The task force has done much to identify problems, present ideas and alternative solutions and participate in physical improvements of the neighborhood. The City-County Planning Office serves the task force by acting as technical consultant, as a source of background information, as a liaison between the neighborhood and public agencies that might be involved, and as a source of information about federal, state and local programs that may be available to implement physical improvement programs.

With approval of the Neighborhood Plan by the City-County Planning Board and the Billings City Council the Plan will become a detailed addition to the City's Comprehensive Plan.



## NEIGHBORHOOD HISTORY

Billings was founded in 1882 and became one of the fastest growing areas in the region. By 1889 there was westward expansion of the City into what is now the Central-Terry Park Neighborhood. In 1898 St. Vincent's Hospital, which was located at Division and First Street West, opened its doors to the "needy sick". At this time the site was considered rural and adequate.

Residential development received its impetus when Preston B. Moss built his home in 1905 at 914 Division Street. Residential expansion was predominately from Division Street to Fifth Street West and from Grand to Broadwater Avenues. Between 1905 and 1909 the neighborhood developed rapidly as is evident today by the architectural design of the houses.



PRESTON MOSS HOME - 1905

The land on the southside of Broadwater Avenue was subdivided in May 1905. After 1905 construction began and housing soon dotted the neighborhood.

By 1917, St. Vincent's patient overload indicated an urgent need for expansion. Increasing noise from railroad tracks indicated a move was necessary. In 1923 the new hospital opened its doors at the present 12th Avenue location and the former building was used as St. Vincent's Hospital for Crippled Children from 1923 to 1938.

The Central-Terry neighborhood developed slowly and no great changes occurred. Neighborhood residents did their shopping either downtown or at local neighborhood businesses. These neighborhood commercial establishments dotted most blocks to meet the needs of residents. The neighborhood was then as it is today--a residential area.

## OVERVIEW

In the fall of 1975 the City of Billings organized three neighborhood task force groups. These three neighborhood task forces were established in areas where there was: (1) a high concentration of housing stock built prior to 1939, (2) a high percentage of elderly residents, (3) high proportion of renters, (4) low income level of the residents, (5) declining home ownership.

These three task force groups are the North Park Task Force, South Park Task Force and the Central-Terry Park Task Force. The three task force groups receive technical assistance from Billings-Yellowstone City-County Planning Board Staff. The Task Forces' projects and technical assistance are funded through the Housing and Community Development Act which is administered through the Billings Department of Housing and Community Development Office in City Hall.

## NEIGHBORHOOD ANALYSIS

What is occurring in the Central-Terry Park Neighborhood? The housing stock is deteriorating in some areas of the neighborhood; some parcels are being changed from residential to commercial use; the widening of Broadwater Avenue has changed the character of the neighborhood. There has been little commitment as a neighborhood to slow or stop the above from occurring up until the Neighborhood Task Force involvement. The following is an analysis of what has occurred and may occur in the future.

### GENERAL

The statistical information contained therein is a compilation of the 1970 Census of Housing and Population, census tract numbers 4 and 10, and census data derived by origin and destination zones; and R.L. Polk, Profiles of Change, 1974-75. The census data utilizing the origin and destination zones have different boundaries than the R.L. Polk data, therefore, some of the figures may differ more than what is normally expected, but it is the best available information. All information quoted in this plan is taken from the two above mentioned sources. The 1970 Census represents all information concerning 1970; R.L. Polk, Profiles of Change, is the source for all 1975 data and the Billings-Yellowstone City-County Planning Board provides all 1980 projections.

### POPULATION

The Central-Terry Park Neighborhood declined in population from 8417 persons in 1970 to 7604 persons in 1975 establishing a decrease of 813 persons. This downward trend in population may be due to: (1) smaller family size, there has been a 25% decrease in school enrollment within the neighborhood, (2) the increase of 12.8% retired persons from 1970 to 1975, and (3) a decreased amount of dwelling units within the neighborhood.

The City-County Planning Board has estimated that the neighborhood population will increase to 9098 by 1980, an increase of 9% over 1970 population. This is based on renewed interest in multi-family residential construction and possible conversions of single family residents into multiple residences.

### MINORITY POPULATION

The Central-Terry Park Neighborhood had a minority population in 1970 of approximately 180 residents or 2% of the population of the neighborhood. The minority population in 1970 consisted of persons of Mexican-American or Negro origin.

TABLE I  
CENTRAL-TERRY PARK  
NEIGHBORHOOD CHARACTERISTICS

POPULATION			
	CENTRAL-TERRY	CITY WIDE	% OF CITY
1970	8,417	61,581	13.7%
1975	7,604	72,700	10.4%
INCOME PER YEAR			
1970	7,199	10,626	67.7%
1975	9,735	13,290	73.2%
PERSONS BELOW POVERTY LEVEL			
1970	10.0%	9.0%	111.0%
HOUSING STRUCTURES			
1970	3,071	21,013	14.6%
1975	2,992	22,144	13.5%
PERSONS/HOUSEHOLD			
1970	2.4	4	80.0%
1975	2.4	2.74	92.0%

## SOCIO-ECONOMIC CHARACTER

The Central-Terry Park Neighborhood is one of the older sections of Billings. Some socio-economic trends can be identified in determining the direction the neighborhood is going but these trends must be used with caution as two different criteria were used in data collection.

Income has increased in the neighborhood from 1970 to 1975 when compared to city-wide trends. Mean family income rose from \$7119 in 1970 to \$12,810 in 1975. During the same period the City mean went from \$10,626 to \$13,290. The City has had a 25% increase in family income while the neighborhood has had a 78% increase from 1970 to 1975.



BROADWATER AVENUE

## LAND USE AND ZONING

The Central-Terry Park Neighborhood consists of 568.86 acres of which 193.82 acres are dedicated to streets, 33.63 acres have been developed for commercial use, 1.54 acres are vacant, 28.78 acres are for public use, 183 acres representing mobile homes and 309.86 acres are used for residential development.

Land availability after street dedication or "net land" is approximately 374.64 acres. Of the net acreage 82% of the land is in residential development. The neighborhood is residential in character with multi-family dwelling units inter-

spersed with residential single-family housing units. There is a large concentration of multi-family units located near Central Avenue and from Broadwater south from Division to 5th Street West.

Only 9% of the net acreage is commercial development. The commercial acreages are mainly located along Division Street, Montana Avenue and Central Avenue and interspersed on Broadwater Avenue. The commercial development located along Montana Avenue and Division Street services more at the community level rather than a neighborhood level. The commercial development located along Central and Broadwater Avenue services more than the neighborhood but most of the business establishments coincide with the commercial needs within the neighborhood. Interspersed throughout the neighborhood are small pockets of neighborhood commercial type development. These include the antique shop, local craft shops, automotive repair, local grocery stores, etc., which adds to the charm of the neighborhood.

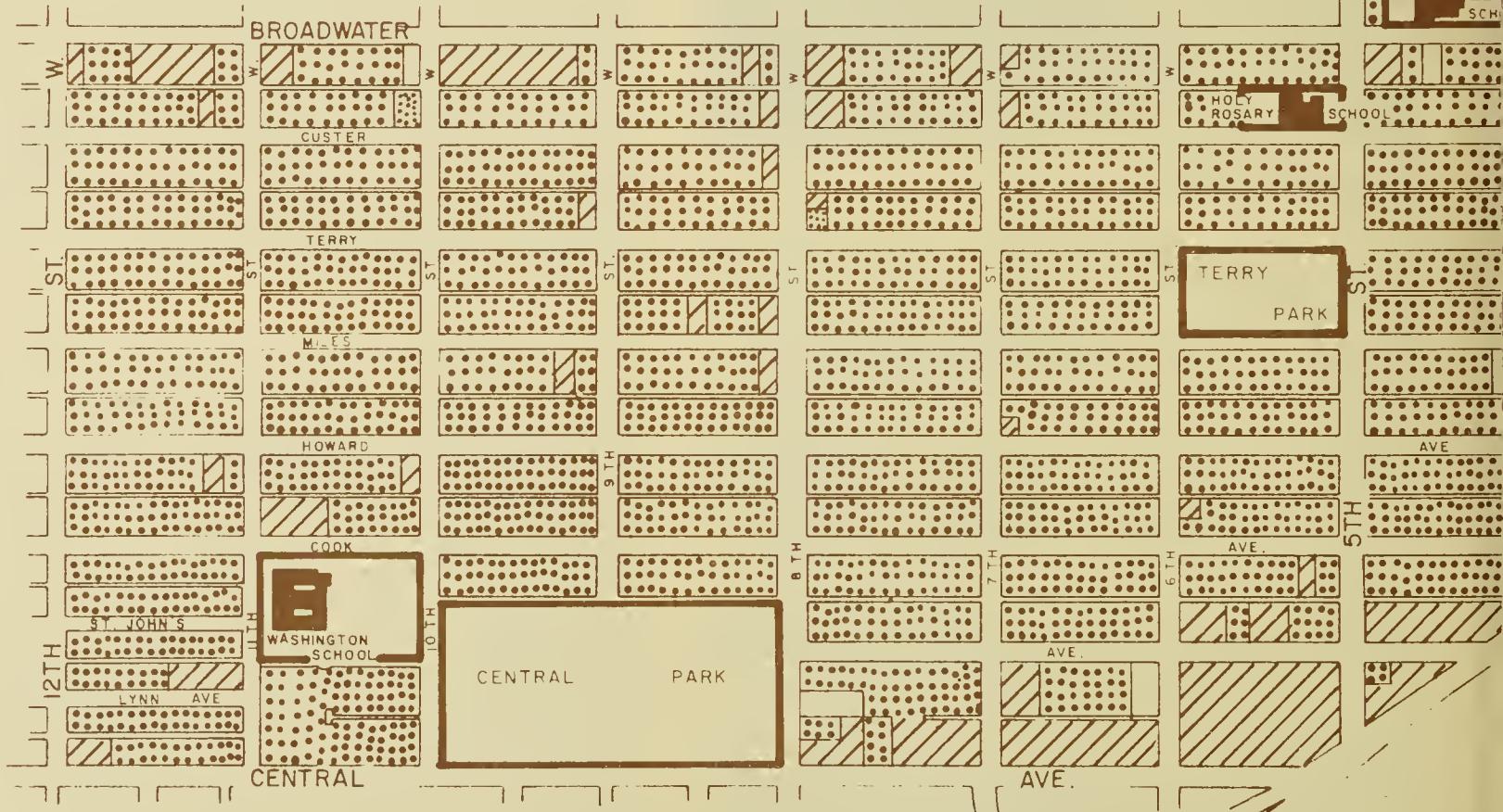
Public land within the neighborhood accounts for 7.7% of the net. Parks, schools and school administration buildings dominate this land classified under public lands. There is approximately 3 acres of public land that is owned by the school district which is vacant and has been placed in the public category.

There is almost no vacant land within the neighborhood. There is only 1.54 acres of vacant land which is scattered throughout the neighborhood. In recent years this area filled in the vacant parcels while the city was expanding westward. Most of the vacant land in the past was used for residential purposes. Since there are no large developable parcels of vacant land available, impact upon the neighborhood would be through redevelopment of presently developed parcels of land especially along Broadwater Avenue.

## CENTRAL/TERRY PARK NEIGHBORHOOD EXISTING LAND USE

### LEGEND

- VACANT
- PUBLIC
- RESIDENTIAL
- MOBILE HOME
- COMMERCIAL



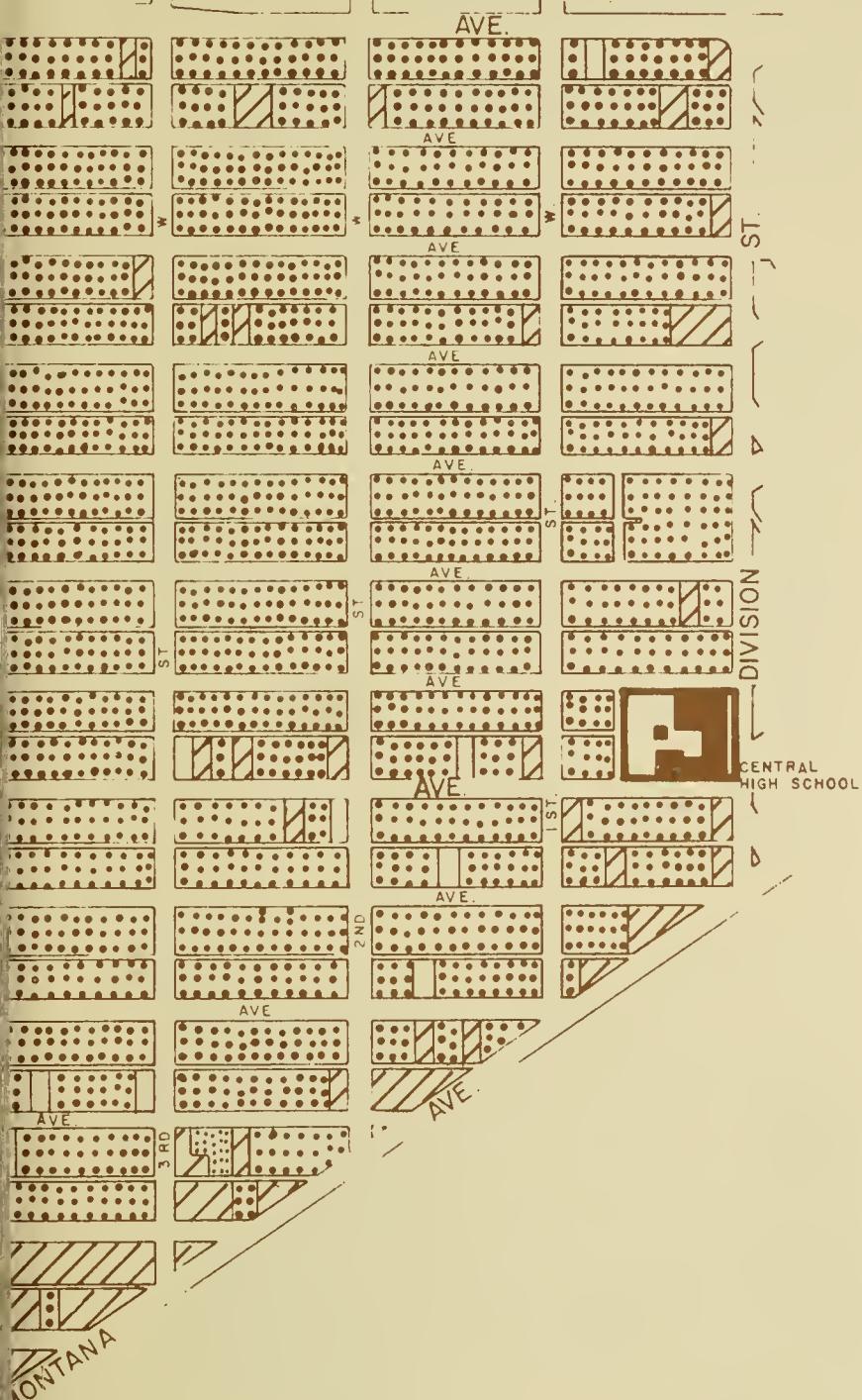


TABLE II  
CENTRAL-TERRY PARK NEIGHBORHOOD  
EXISTING LAND USE

Use	Acreage	% of Total	Net Acreage*
Residential (all types)	309.86	54.5	82.7
Commercial	33.63	6.0	9.0
Mobile Homes	.83	.1	.2
Vacant	1.54	.3	.4
Public	28.78	5.0	7.7
Subtotal or Net Acreage	374.64		
Streets	193.82	34.1	
Total	568.46	100.0	100.0

\*Acreage excluding streets

## ZONING

City Ordinance No. 3797 established zoning regulations for the City of Billings. "The purpose of zoning is to promote the health, safety and general welfare of the community by regulating the height and size of buildings and structures, the percentage of lots that may be occupied, the size of yards and open space, the density of population and the location and use of buildings, structures and land for trade, industry, residence or other purposes within the City limits."

The Central-Terry Park Neighborhood contains a variety of zoning classifications. These classifications set forth the type of development that may take place in the neighborhood.

### R-72 Residential 7200

Primarily a single family residence district with adequate plot areas required and including the customary accessory and secondary uses plus providing provisions for duplex and two-family dwellings.

### R-60 Residential 6000

Primarily a single-family district with adequate areas required and including the customary accessory and secondary uses plus providing provisions for multi-family dwellings with a maximum of ten units.

### RMF-R Residential Multi-Family Restricted

A residential classification intended to provide adequate sites for multi-family developments, plus accessory and secondary uses. The classification is intended to provide a higher density apartment development, to permit suburban apartments adjacent to secondary focal points of the city, such as outlying business areas, or to establish a buffer between single family residence areas and other zoning classifications.

## RMO Residential Mobile Home

A district permitting mobile home development. Adequate plot areas are required. Certain aspects of the zoning classification should protect and support these uses by preventing encroachment upon them by incompatible land use.

## RP Residential Professional

Primarily a district permitting professional and semi-professional uses compatible with surrounding residential development.

## NC Neighborhood Commercial

Primarily a neighborhood classification intended to accommodate shopping facilities consisting of convenience retail and personal service establishments which secure their principal trade by supplying daily needs of the population residing within a  $\frac{1}{2}$  mile radius of such neighborhood facilities. Only uses serving the above purpose without undue detriment to surrounding residences should be permitted. The location and quantity of land with the NC zone should be a Business Island not more than four acres in size and that no business frontage should extend more than 600 feet along any street.

## CC Community Commercial

The Community Commercial classification is primarily to accommodate community retail, service and office facilities offering a greater variety than would normally be found in a neighborhood or convenience retail development. Facilities within the classification will generally serve the area within a  $1\frac{1}{2}$  mile radius, and is commensurate with the purchasing power and needs of the present and potential population within the trade area. It is intended that these business facilities be provided in business corridors or in islands (30 acres) centrally located in the trade area rather than a strip development along arterials.

## P Public

The public zone is intended to reserve land exclusively for public and semi-public uses in order to preserve and provide adequate land for a variety of community facilities which serve the public health, safety, and general welfare.

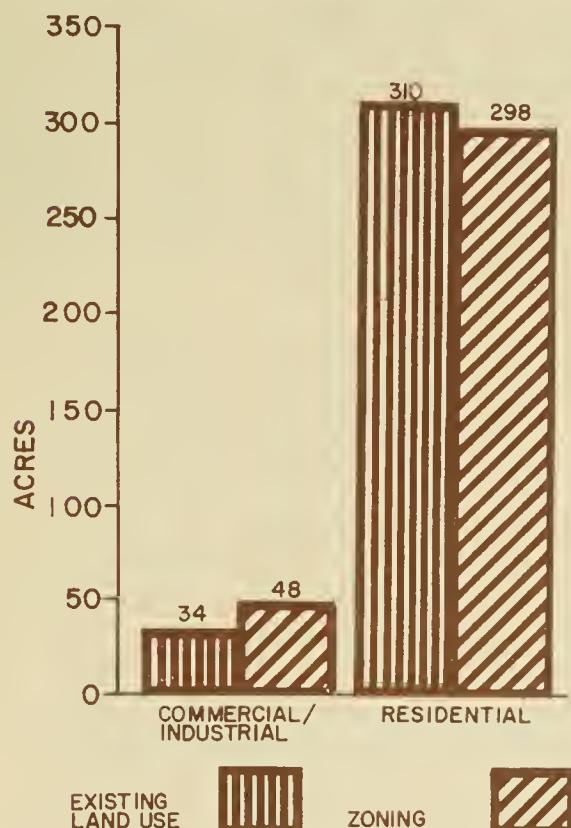
Table III illustrates the breakdown of how land is zoned in the neighborhood.

TABLE III  
CENTRAL-TERRY NEIGHBORHOOD ZONING  
DECEMBER 1976

<u>Zone</u>	<u>Acreage</u>	<u>% of Total</u>
R-7200	97.03	25.9
R-6000	151.82	40.5
RMF-R	48.73	13.0
RP	.19	.1
NC	20.87	5.6
CC	27.78	7.4
P	28.22	7.5
Total	374.64	100.0%

The following chart compares the amount of land zoned to that actually utilized for major land use categories. There is a greater amount of land used for residential purposes than zoned residential. This is due to the fact that when zoning was incorporated into the city, several blocks were zoned commercial that have always been residential in use. It was anticipated that commercial development would occur and it has kept the commercial zone, although the use of the land is residential.

## CHART I CENTRAL/TERRY PARK NEIGHBORHOOD LAND USES COMPARED TO ZONING, 1977



## HOUSING

The housing in the Central-Terry Park neighborhood has two different components of housing within the neighborhood. The first component is that section north of Broadwater Avenue. This was the first portion of the neighborhood subdivided for residential purposes. The housing units in this portion of the neighborhood are rather large homes on moderate lot size. These homes are representative of the prevailing architecture of the early 1900's. The second component of the housing stock is south of Broadwater Avenue. Here the homes and the lot sizes are smaller. Development occurred sporadically within the area but generally this portion of the neighborhood developed with smaller lots and smaller homes especially as development moved westward.



Fifty percent of the housing stock was built prior to 1939. As the housing stock becomes older, maintenance becomes more costly. The vacancy rate had decreased from 4% in 1970 to 1.9% in 1975 which means there are fewer housing units available. Only 2% of the housing units lack all or some plumbing. Table IV illustrates the housing characteristics of the neighborhood.

Other factors which influence the decline of a residential neighborhood are (1) a high percentage of retired persons, (2) large percentage of rental units (rental housing has decreased in the neighborhood from 1970 but 43% renter occupied units is a substantial amount), and (3) female heads of household. This is not to infer that the above categories would not maintain the property; but usually there is an association made that these individuals are living on a fixed income, or an income lower than the city's average, therefore, would be unable to maintain and or improve the property. Table V compares occupant characteristics of the neighborhood to the city as a whole.

TABLE IV  
CENTRAL-TERRY PARK NEIGHBORHOOD  
HOUSING CHARACTERISTICS

HOUSING STRUCTURES		
CENTRAL-TERRY	CITY WIDE	% OF CITY
1970	3,071	21,013
1975	2,992	22,144
UNITS BUILT PRIOR TO 1939		
1970	50.0%	34.0%
HOUSING VACANCY		
1970	4.0%	5.0%
1975	1.9%	1.9%
UNITS LACKING PLUMBING FACILITIES		
1970	3.0%	4.0%
		75.0%

TABLE V  
OCCUPANT CHARACTERISTICS

RENTERS		
Central-Terry Park	City Wide	% of City
1970	47.0%	38.0%
1975	43.0%	36.0%
PERSONS PER HOUSEHOLD		
1970	2.4	9.0
1975	2.5	2.7
FEMALE HEAD OF HOUSEHOLD		
1970	3.0%	9.0%
1975	4.5%	4.3%
RETIRED HEAD OF HOUSEHOLD		
1970	10.2%	5.0%
1975	23.0%	20.0%
INCOME		
1970	7,199	10,626
1975	12,810	13,290
		67.5%
		96.3%

The residential character of the entire Central-Terry Park Neighborhood can be enhanced by increasing homeownership and by encouraging homeowners to maintain and rehabilitate their property. The character of multi-family dwelling units can be enhanced by encouraging the maintenance of existing apartment buildings, by reducing the number of absentee landlords and by encouraging the rehabilitation of substandard units. There are housing programs which would help accomplish these goals.

#### The Rehabilitation Loan Program

This program was started in 1974 when the City of Billings set aside approximately \$200,000 in Revenue Sharing money to establish a low interest rehabilitation loan program. In 1975 a portion of the Community Development Block Grant

funds were added to the loan program. The goal of the program is to stop the decline of neighborhoods and to bring the maximum number of dwelling units in Billings up to health and safety standards. This is being done by providing a low cost loan source to low and moderate income residents who would be refused by traditional lending institutions.

Decisions on loan applications are made by the Billings Housing Authority and the loans are administered by the Valley Credit Union.

#### Demolition Program

The Billings Community Development Department is administering a grant program for the demolition and removal of abandoned or severely dilapidated structures so that new structures may be built.

#### HISTORIC PRESERVATION

Central-Terry Park contains a large number of the older homes in the City of Billings. Most of the housing is located between Division St. to 5th Street West between Grand and Broadwater Avenues. Many of the homes in this area were built from 1905 to 1908 and are of historic and architectural interest to the community. Within this area, homes along Yellowstone and Clark Avenues seem to be of particular interest to the Task Force.



I.D. O DONNELL HOME—1903  
NORTH 1ST STREET WEST AND CLARK AVENUE

#### TRANSPORTATION

Transportation facilities provide for the movement of people and goods. A transportation system is available through streets, buses, bikeways, and sidewalks. There are three functional types of streets in the neighborhood - arterials, collectors and local. The major function of each street classification is:

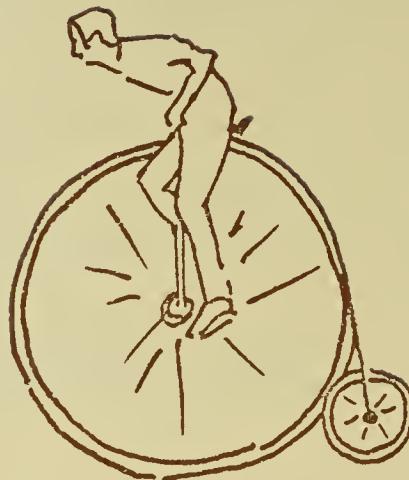
- (1) Arterial - providing through movement between areas and across the City with limited access to abutting properties. Streets in this category are Grand, Broadwater, Central and 5th Street West.
- (2) Collectors - provide for movement between arterials and local streets with direct access to abutting properties. Streets in this category are Lewis Avenue, 8th and 12th Streets West.
- (3) Local - provide for direct access to abutting land for neighborhood traffic circulation. All streets not mentioned above are within this category.

Streets of particular concern are Grand and Broadwater Avenues. Both of these avenues are arterials which carry heavy traffic volumes (Grand due to the commercial difficulties in moving traffic in a smooth manner). It has been suggested to ban left hand turns except at intersections. Broadwater Avenue is presently in a unique situation. The street has been recently improved and handles a large portion of the east-west traffic movement.

#### MASS TRANSIT

The Central-Terry Park Neighborhood is served by five bus routes, the Grand/Broadwater, Lewis and Central Avenue routes offer service from 6:15 am to 6:45 pm Monday through Friday. The Broadwater/Grand and Miles routes offer peak service from 7:10 am to 10:05 am and 3:30 pm to 6:30 pm. Saturday service is available on the Grand, Lewis, and Central Avenue routes between 7:15 and 5:20 pm with service being temporarily halted mid-day.

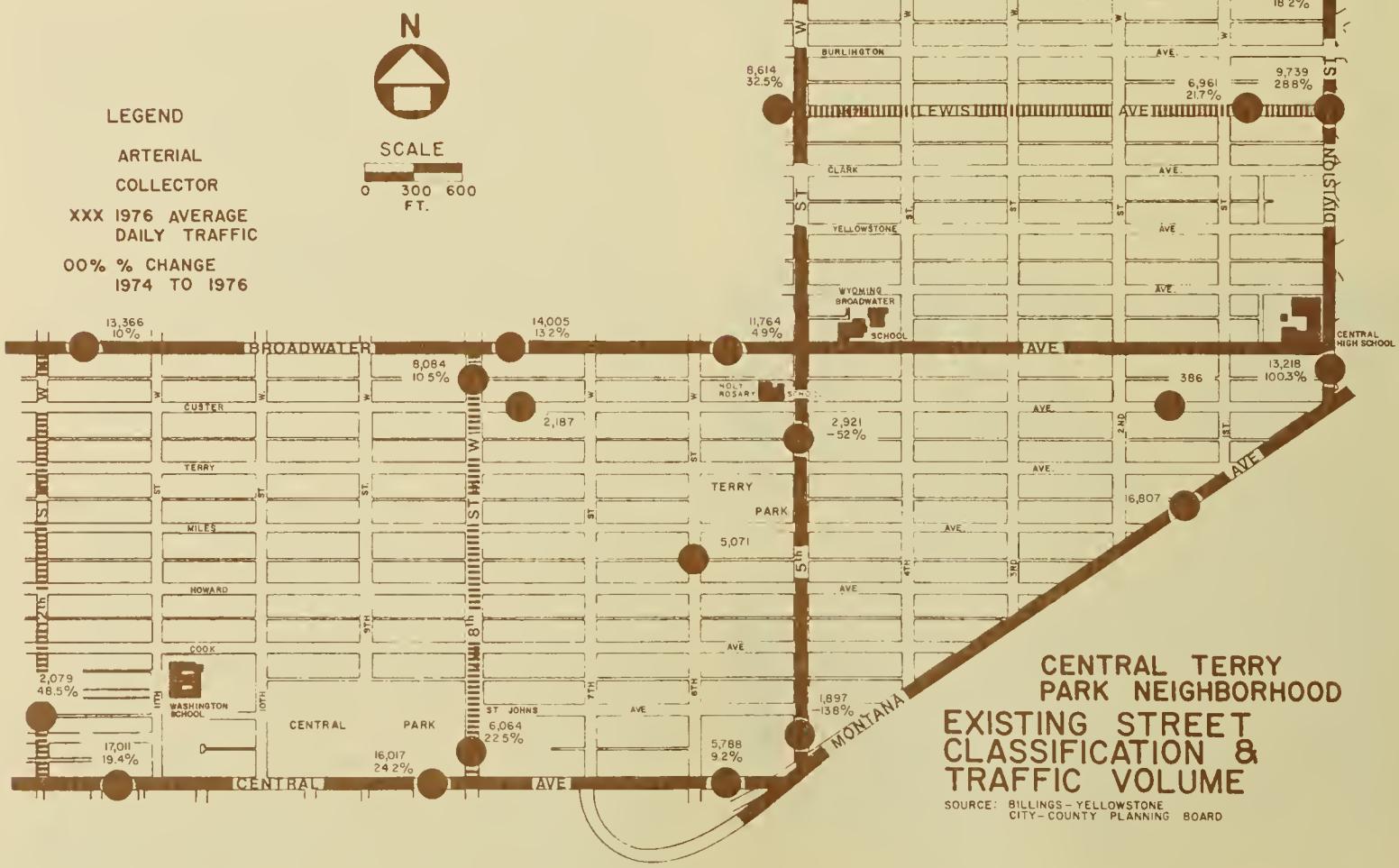
This neighborhood has the most extensive service in the city. In a survey taken in December 1975, it indicated that 13% of the total ridership was within the Central-Terry Park Neighborhood. The survey also indicated that 38% of the ridership in the area had no drivers license, 17% had no family car, 52% had no other means of traveling and 17.8% were over 65 years of age. These are sound reasons why the Task Force is extremely interested and involved in mass transit and alternate forms of transportation.



## BICYCLE FACILITIES

Bikeways along existing streets can facilitate the movement of more people to work and on pleasure rides if proper facilities are provided. Direct benefits of bikeway facilities include cleaner air, energy conservation and personal health. A bikeway plan has been proposed

by Landmarks Bikeway Committee and City-County Planning. This proposed City bikeway system travels through the Central-Terry Park Neighborhood via Yellowstone Avenue, Miles Avenue, 3rd Street West, and 9th Street West.



## URBAN DESIGN

Urban design is a process that enables an area in the neighborhood to solve special problems, to redesign an area that is not functioning well or to propose uses for particular streets and unusable land. Urban design entails analysis of a particular situation, development of alternative solutions, and possible implementation techniques.

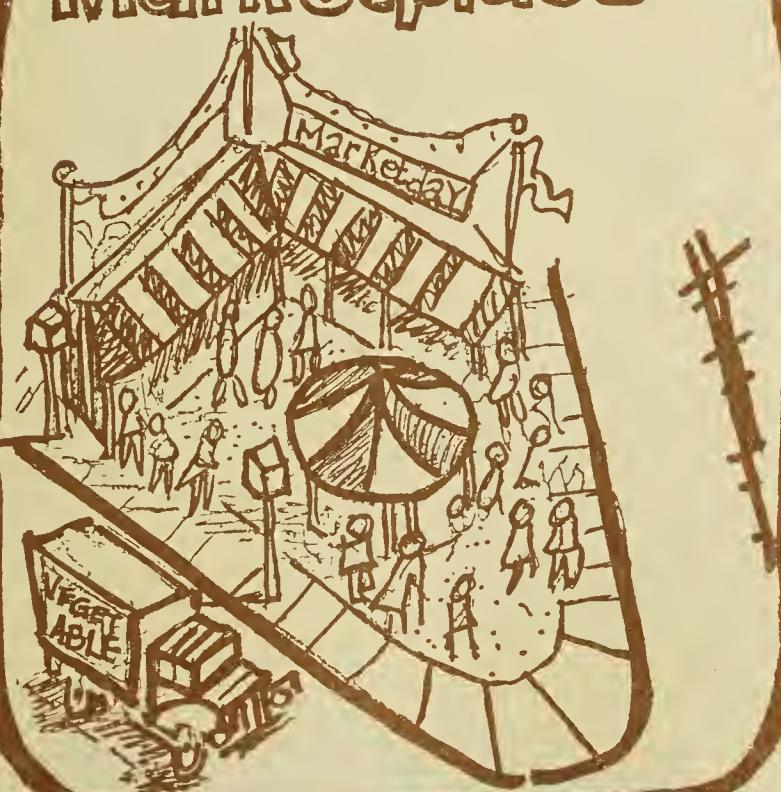
The Central-Terry Park neighborhood has a traditional grid pattern for its street system. Due to the grid pattern, modernization of the area, and utilization of vacant land an urban design concept is appropriate in this neighborhood. The concept of restructuring the use of some streets by urban techniques has the possibility of changing the use by providing for the elimination of the grid pattern in some area, providing pockets of open green space, enhancing the beautification of the neighborhood and providing safe access on the arterial street. The environmental quality of the neighborhood can be improved by the planting of trees and development of landscaped areas along roadways.

Six urban design districts have been designated: (1) Grand Avenue, (2) Central Avenue, (3) Broadwater Avenue, (4) 8th St. West, (5) Montana Avenue, (6) An Historic District. Specific urban design plans will be developed for these at a later date.

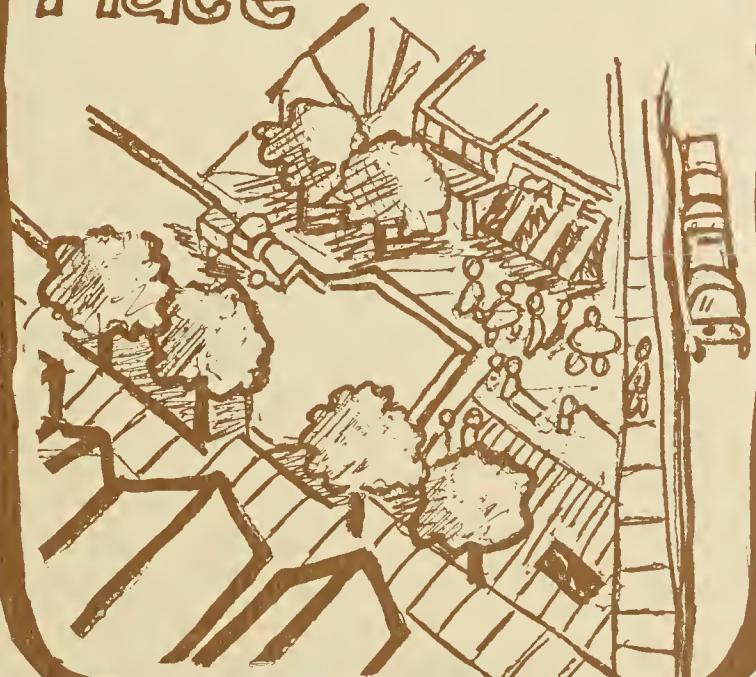
(1) & (2) Grand and Central Avenue Districts are two principle east-west arterials that connect the city downtown business area to the west end. Grand and Central Avenues presently contain a large amount of commercial development. A study is proposed to analyze the transportation and land use aspects of these two streets.

(3) Broadwater Avenue District is presently an arterial street. Commercial development, along with numerous "for sale" signs dotting the street has brought this street to the attention of the Task Force. If redevelopment occurs along Broadwater, the residents of the neighborhood would prefer to establish orderly and planned development. Land use along this street has the potential to develop into a commercial strip thus forcing the residential use out. A study is proposed to analyze land use conflict and the possible effects on the neighborhood.

## Marketplace



## Sitting Place



(4) 8th Street West District is an area of special concern due to the fact that the street width fluctuates. This street has a 70 foot right-of-way that has the possibility of being developed into a parkway. This would enhance the neighborhood aesthetically and hopefully provide some safety measure.

(5) Montana Avenue District is basically a community commercial strip development. Due to the inconsistent street layout, egress and ingress from the neighborhood on to Montana Avenue is difficult. Consideration should be given to closing off several local streets in the neighborhood which intersect Montana Avenue. The orientation of Central-Terry Park's local streets do not align perpendicular with Montana Avenue. As a result, several intersections contain a large, unused paved area created by the convergence of streets laid out on different grids.

By closing off several of the intersecting streets, traffic flow conditions could improve along Montana Avenue as well as within the Central-Terry Park neighborhood. This street closure scheme would also allow the conversion

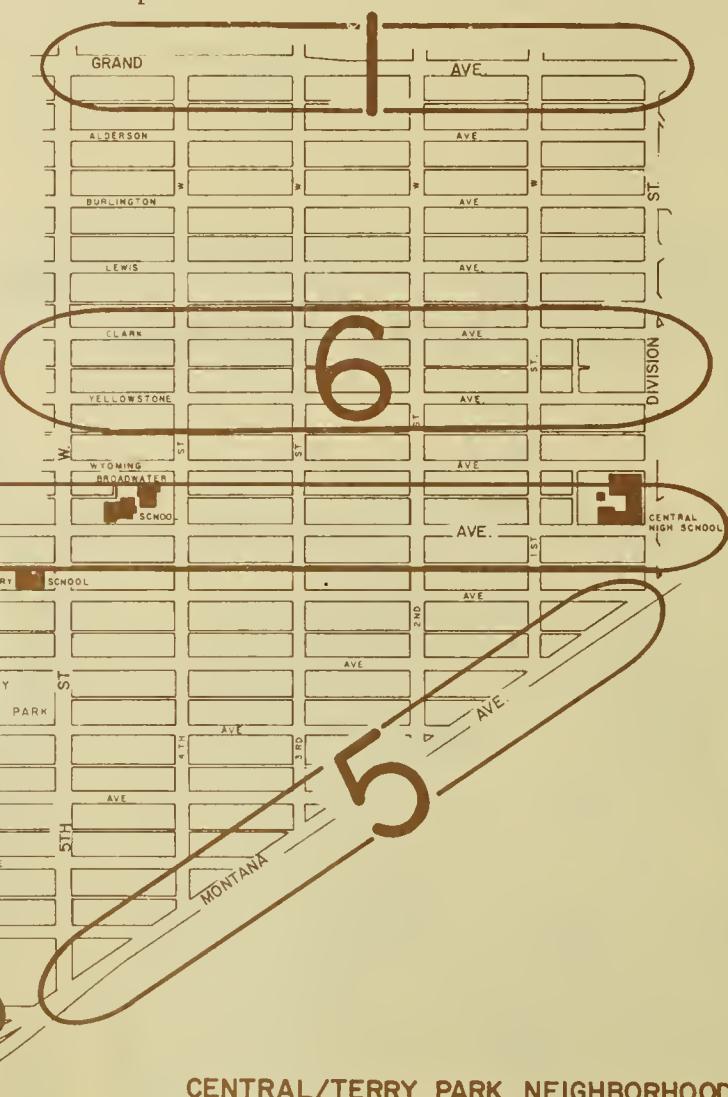
of vacated street sections to tree lined buffer zones, thus insulating Central-Terry Park residents from the traffic along Montana Avenue.

Further study and in depth design plans should also be developed for this district.

(6) Historic District - Landmarks of Billings, Inc. is presently collecting data on the houses in the area from Division Street to 5th Street West from Grand to Broadwater Avenue. Particular attention has been given to Yellowstone and Clark Avenues.

## COMMUNITY FACILITIES

Community facilities within the neighborhood are comprised of schools, parks, police and fire services, churches and community organizations. These services play an important role in the health, safety and general welfare of the neighborhood and make Central-Terry Park a better place to live.



CENTRAL/TERRY PARK NEIGHBORHOOD  
URBAN DESIGN DISTRICT

## Parks

There are two parks in the Central-Terry Park Neighborhood; Terry Park and Central Park.

Terry Park is classified as a neighborhood park and serves an area from  $\frac{1}{4}$  to  $\frac{1}{2}$  mile. It is located at 5th Street West and Terry Avenue; and its approximate size is 3.7 acres. It is heavily used by the children of the neighborhood. Its facilities include a recreational building, restrooms, swings, slides, merry-go-rounds, teeter-totter, climbing bars, sand box or digging pits, wading pool, play fields and picnic areas. All facilities show signs of heavy use. New play equipment is needed.



CENTRAL PARK

Central Park is classified as a community park which serves an area up to one mile. It is located at 8th Street West and Central Avenue. Its size is 11.0 acres. The facilities within the park are a recreational building, restrooms,

off-street parking, baseball diamonds, football, tennis courts, picnic area, sandbox and softball diamonds. The facilities need to be upgraded.

## Fire Department

The fire station in the Central-Terry Park is located at 405 5th Street West. The station serves the area from Division to 32nd Street, 17th St. West to the Rims, and south to South 37th Street. This station is classified as a residential fire station. There are three persons per shift and two fire stations respond to every call.

## Schools

There are four schools in the neighborhood; three elementary and one senior high school. Of the four schools, two are parochial, Holy Rosary and Billings Central Catholic High.

Broadwater, Holy Rosary and Billings Central Catholic High are within four blocks of each other. Broadwater School is an elementary school that is located on an arterial street. The Task Force has suggested the school have more safety programs and safety patrol persons when the children are going to and from school.

School enrollment for elementary schools has decreased and will continue to decrease for the next three years and then level off with a slight increase in enrollment pattern. Holy Rosary had a slight increase of 10 students over the last two years but declining school enrollment since 1970.

TABLE VI  
CENTRAL-TERRY PARK SCHOOL ENROLLMENT

School	1970	1971	1972	1973	1974	1975	1976	1970-1976 % Change
Broadwater	494	474	433	403	356	390	388	- 21%
Washington	471	468	427	396	361	393	393	- 17%
Holy Rosary	283	246	214	196	194	197	204	- 29%
Billings Central Catholic High	510	448	403	391	369	367	392	- 23%
City Wide	11,685	11,433	11,442	10,797	10,744	11,297	11,289	- 3%

The Billings Central Catholic High enrollment has increased 23 students over the last two years but had a decreased enrollment of 23% since 1970. It is projected that senior high school enrollment will continue to increase over the next three years and remain fairly constant for the following three years.

#### Churches

There are churches in the area which represent a wide range of faiths. The churches are Holy Rosary, First Church of Christ, Scientist, American Lutheran Church, Evangelical United Methodist Church, Reorganized Church of Jesus Christ of Latter Day Saints, Unity Church of Truth, First Assembly of God and Grace Baptist GARBC Church. These churches are scattered throughout the neighborhood. Most of the churches have programs in which the parishioners are heavily involved.

#### Police

The Central-Terry Park Neighborhood is serviced by Beat One and Beat Three of the Billings Police Department. These Beats are broken down into 5 shifts with one officer on each day time shift and two officers on the afternoon and evening shift. Table VII illustrates the total crime that occurred in the neighborhood. There were 16,864 instances of crime within the neighborhood which is 30.8% of the total reported crimes for the City. Beat One and Three cover a larger area than just the neighborhood.

## ENVIRONMENTAL CONDITIONS

The living environment of the Central-Terry Park Neighborhood is greatly effected by automobile traffic. It is situated in the center of Billings between the major circulation corridors of Grand Avenue, Division Street and Central Avenue in addition to being divided into two sectors by the heavily travelled Broadwater Avenue. Significant amounts of air pollution and noise are produced as a result of automobile and truck traffic. This environmental concern will increase in severity as traffic volumes increase. The Task Force would like to see a buffer of trees planted where appropriate in an effort to reduce noise and improve the neighborhood landscape.

The neighborhood landscape is characterized by an abundance of large shade trees of many varieties. These trees help give a feeling of serenity and reinforce the residential character of the area. Isolated pockets of blight along Montana Avenue and a few residential areas detract from the physical environment.

#### COMMUNITY ORGANIZATIONS

There are six community organizations in the neighborhood providing a variety of individual assistance, fellowship and recreational opportunities and neighborhood to local residents. Included in these organizations are: Al Anon, Al Bedoo Shrine, Ala Teen, Big Brothers-Big Sisters Program, Billings Voice for Children and the YWCA.

TABLE VII  
CRIME TRENDS 1976  
CENTRAL-TERRY PARK NEIGHBORHOOD

	Jan.	Feb.	March	April	May	June	July	Aug.	Sept.	Oct.	Nov.	Dec.	Total 1976
Central-Terry Park	1525	1256	1390	1352	1542	1502	1489	1493	1332	1447	1204	1332	16,864
City	4695	4215	4301	4565	5026	4967	4982	4962	4562	4489	3800	4067	54,631
Percent of City	32.4	29.8	32.3	29.6	30.6	30.2	29.8	30.0	29.2	32.2	31.6	32.7	30.8

# NEIGHBORHOOD PLAN RECOMMENDATIONS

The goal of the Central-Terry Park Neighborhood is to maintain the residential character of the neighborhood and at the same time encourage redevelopment of selected areas of Broadwater Avenue, Montana Avenue and Central Avenue.

The following long range neighborhood goals have been developed by the Central-Terry Park Neighborhood Task Force. These goals are the result of numerous public neighborhood meetings held by the Task Force since November 1975 that analyzed the neighborhood and proposed various improvements to the local situation. These goals were then adopted by unanimous vote of the neighborhood at a public meeting held January 27, 1977 in the Broadwater School.

## HOUSING GOAL

The housing goal is an integral part of the goals of the Central-Terry Park neighborhood. The housing goals of the Task Force are as follows:

- 1) Maintain sound housing within the area.
- 2) Encourage rehabilitation of existing housing stock.
- 3) Encourage owners of the rental units to maintain rental units.
- 4) Encourage residential development whenever possible, within the neighborhood.
- 5) Encourage a variety of housing types within the neighborhood.
- 6) Encourage a high density residential development along Broadwater Avenue.
- 7) Encourage housing to remain on Grand Avenue particularly from Division to 5th Street West.
- 8) Provide all kinds and types of housing to meet the needs of low-income, elderly, apartment dwellers, average family, etc.
- 9) Discourage commercial in residential areas.

## LAND USE GOAL

The land use goal of the Central-Terry Park Neighborhood Task Force are intended to (1) maintain the residential character of the neighborhood, (2) encourage a more intense residential use, (3) encourage commercial development when compatible with existing neighborhood and (4) special problems of Broadwater Avenue - a land use policy should be singled out. The goals of the Task Force are to be accomplished by the following policies.

- 1) To preserve the housing stock.
- 2) To encourage high density residential development; from Division St. to 5th Street West in the area bordering Broadwater to Central.
- 3) Encourage commercial development along Montana and Central Avenue.
- 4) Encourage residential use from Division to 5th St. West on Grand Avenue (a higher residential use than what it is presently).
- 5) To maintain the neighborhood character of the area.
- 6) To discourage random zone changes within the neighborhood.

- 7) Preserve and restore historic sites within the neighborhood.
- 8) To maintain current residential zoning.

#### Broadwater Avenue

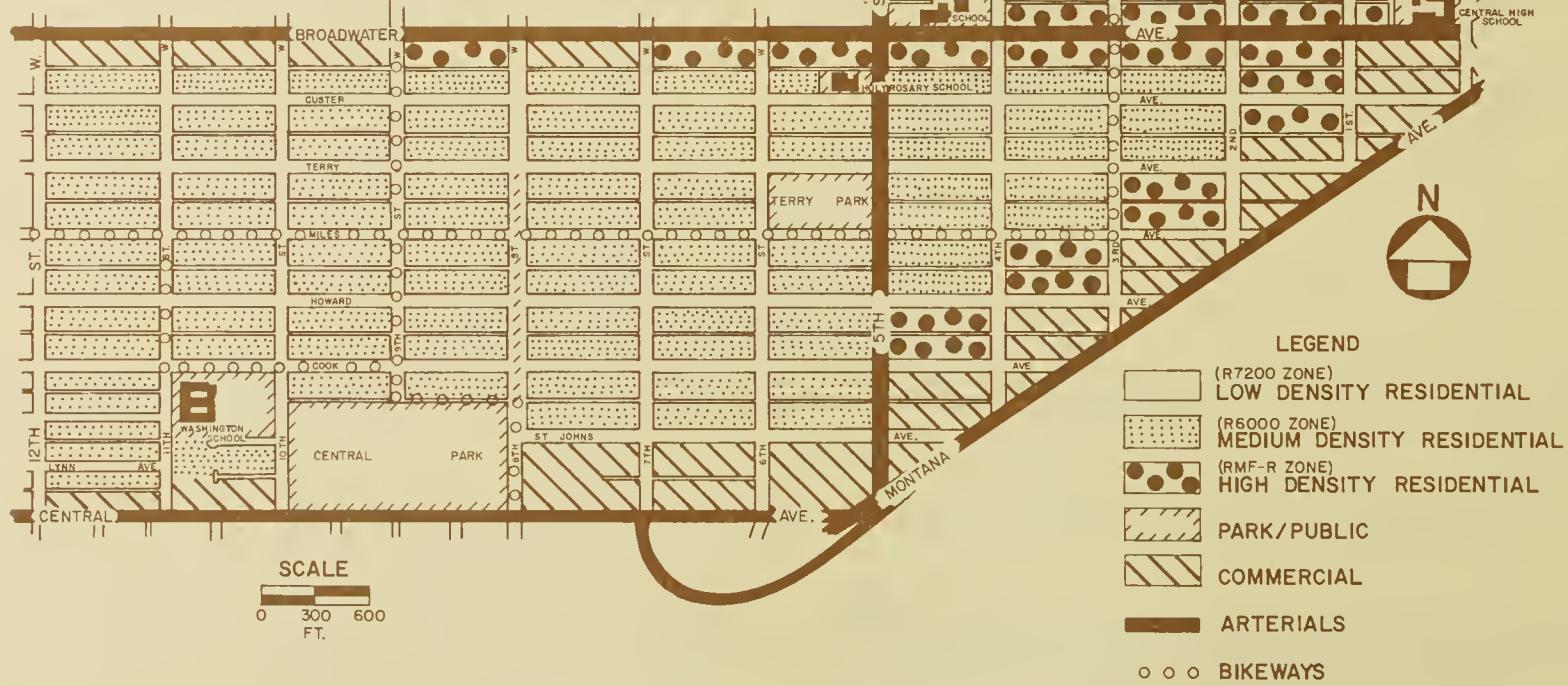
Broadwater Avenue should be carrying mostly through traffic. Traffic will be increasing in future years along Broadwater Ave. The Task Force would like to initiate policies along Broadwater Avenue to prevent it from being another Grand Avenue. The policies are as follows:

- 1) Requests for zone changes to commercial along Broadwater Avenue should be at least 42,000 sq. ft. parcels, as this limits access on Broadwater Avenue and makes large commercial or residential developments more desirable.
- 2) The Task Force would further encourage the development of high density residential development along Broadwater Avenue with very limited access on Broadwater. Hopefully, access would be through the alleys or on Custer or Wyoming Avenues.
- 3) Limiting the amount of curb cuts per block.

#### TRANSPORTATION GOAL

The transportation goal of the Central-Terry Park neighborhood is to (1) preserve the neighborhood integrity, (2) enable pedestrian traffic throughout the neighborhood, (3) effectively buffer residential character and, (4) provide better solutions to alternative forms of transportation. These goals can be accomplished by the following policies:

- 1) Better synchronization on Broadwater Ave. and clearly marked turning lanes on Broadwater Ave.



- 2) Limit the amount of curb cuts along Broadwater and therefore limit the direct access on Broadwater Ave.
- 3) Encourage traffic on Central Ave. to maximize the 7th Street channelization project, when finished.
- 4) Traffic signals or stop signs placed strategically along Lewis Ave. for safety reasons. This will help to maintain Lewis Avenue's residential character.
- 5) Encourage the development of a parkway on 8th Street West between Terry and St. John's Avenues.
- 6) Encourage an educational process of how to drive in the City of Billings, in particular the use of left hand turning lane.
- 7) Encourage safety programs at the schools within the neighborhood.
- 8) Encourage the use of arterial streets to maintain local streets' neighborhood character.
- 9) Efforts should be made to buffer noise from heavily travelled streets.
- 10) Encourage people to use alternate forms of transportation, i.e. buses, carpooling, biking or walking.
- 11) More frequent bus service on chosen routes within the neighborhood.
- 12) Some bus service after 6:00 PM.
- 13) Cross-town bus service.
- 14) Enforcing the ordinance preventing visual obstruction.
- 15) Encourage installation of warning devices on Grand Avenue as to prohibit left hand turns during peak hours (7:00 AM to 9:00 AM and 4:30 PM to 6:30 PM).
- 16) Promote the marking of pedestrian crosswalks throughout the neighborhood.



### **HISTORIC PRESERVATION GOAL**

It is the goal of the Central-Terry Park Task Force to preserve and renovate structures that have historic significance within the neighborhood. This goal can be accomplished by:

- 1) Working in conjunction with Landmarks identifying buildings of historic interest or value.
- 2) Encourage preservation of these structures and identifying them publicly. Therefore, everyone within the neighborhood has knowledge of the historic landmarks within the neighborhood.

### **ENVIRONMENTAL QUALITY GOAL**

The environmental quality goal of the Central-Terry Park Neighborhood is to be achieved by:

- 1) Encouraging alternative means of transportation to alleviate pollution from automobiles, i.e., bike racks.
- 2) Encouraging businesses to have small signs to advertise the establishments to prevent visual pollution.
- 3) Discouraging any commercial establishment that alters the quality of air by giving off nauseous odors.

### **EMPLOYMENT GOAL**

The employment goal of the Central-Terry Park residents is to encourage the people to live and work in the neighborhood.

## URBAN DESIGN GOAL

The urban design goal is related to aesthetics and the quality of life. The Task Force would like to see the following urban design goals accomplished.

- 1) Encourage small signs along commercial developments. All signing should be kept to a minimum.
- 2) Discourage billboard type signing anywhere within the neighborhood.
- 3) Businesses should be encouraged to enhance their businesses aesthetically especially along Montana Avenue.
- 4) Trees should buffer some of the activities on heavily travelled streets especially on Montana Ave.
- 5) Cul-de-sacs should be developed on the odd shaped parcels of land along Montana Avenue.
- 6) Encourage controlled access onto Broadwater by limiting curb cuts to expedite traffic flow.
- 7) Encourage the neighborhood to do away with junk cars.
- 8) Encourage residents to upgrade their property.
- 9) Encourage installation of sidewalks, curbs and gutters, storm sewers and street lights where needed.
- 10) Encourage the city to have either an educational program on how to drive a car within the city, or better signing of streets.
- 11) Discourage truck traffic within the neighborhood.
- 12) Encourage residents to maintain the area as a residential neighborhood.
- 13) Encourage an all over beautification process for the neighborhood.
- 14) Encourage enforcement of ordinances that relate to junk cars, alleys, obstructing site vision at intersections or alleys, etc.



STREET CLOSURE SITE

## COMMUNITY FACILITIES GOAL

The community facilities goal for the Central-Terry Park Neighborhood is to provide adequate facilities for recreation, social and neighborhood functions within the area.

- 1) Encourage the upgrading of both Central and Terry Parks. This would include interior walkways and new or improved play equipment at both parks.
- 2) Encourage the building of a recreational center that incorporates a swimming pool within the neighborhood.

## SOCIAL FACTORS GOAL

The overall goal of the neighborhood is to renew the Central-Terry Park area into a neighborhood that its residents can be proud of. This can be achieved by the following policies:

- 1) Encouragement of all economic and age groups into the Central-Terry Park Neighborhood.
- 2) Encourage the provisions of the recreational facilities, housing and employment opportunities for all age groups and economic levels.
- 3) Provision of a community recreational facility to meet the needs of all residents within the area.



# ONE YEAR IMMEDIATE ACTION PLAN

The following are recommended for implementation during 1977-1978 and are listed in order of priority.

## RECOMMENDATION

## PRINCIPAL IMPLEMENTING AGENCY OR GROUP

- |  |  |
|--|--|
| 1. Install curbs and gutters in previously designated area.  | City Engineering Department<br>Community Development Department  |
| 2. Completion of SILMD 196 and 197.  | City Engineering Department<br>Community Development Department  |
| 3. Street lighting starting at Central Park and proceeding in the neighborhood as far as the funds allow.                | City Engineering Department<br>Community Development Department  |
| 4. Installation of sidewalks throughout the neighborhood where needed.   | City Engineering Department<br>Community Development Department  |
| 5. Feasibility study of a community recreational facility within the Central-Terry Park neighborhood.                    | City-County Planning<br>Community Development Department<br>City Park Department<br>City Recreation Department<br>City Utilities Department<br>Neighborhood Task Force |
| 6. Support alternate means of transportation within the City.  | City Transit Department<br>Neighborhood Task Force<br>City Council   |
| 7. Neighborhood beautification projects on small scale.  | Neighborhood Task Force<br>Community Development Department  |
| 8. Land along Broadwater Ave. when rezoned to commercial should be in 42,000 sq. ft. parcels for commercial development. | City Council<br>City-County Planning Board<br>City Engineering Department<br>City Zoning Commission<br>City Board of Adjustment<br>Neighborhood Task Force             |

# FIVE YEAR DEVELOPMENT PLAN

The following recommendations are for the purpose of implementing the Central-Terry Park Neighborhood Plan over a five year period.

## RECOMMENDATION

1. Construction of curbs and gutters in the previously designated area.
2. Construction of adequate street lights throughout the neighborhood.
3. Look into the feasibility and implementation of a community recreational facility within the Central-Terry Park Neighborhood.
4. Installation of sidewalks throughout the neighborhood, where needed.
5. Support alternative means of transportation via mass transit, bike-ways, carpooling and pedestrian movements.
6. Neighborhood beautification projects on a small scale.
7. Land use along Broadwater Ave. when rezoned to commercial should be in 42,000 sq. ft. parcels for commercial development.
8. Maintain the residential character of the neighborhood.
9. Improve or upgrade circulation patterns, as needed, within the neighborhood to maintain the residential character.

## PRINCIPAL IMPLEMENTING AGENCY OR GROUP

- |   |  |
|---|--|
| City Engineering Department<br>Community Development Department   |  |
| City Engineering Department<br>Community Development Department   |  |
| City-County Planning Board<br>Community Development Department<br>City Park Department<br>City Recreation Department<br>City Utilities Department<br>School District #2<br>Neighborhood Task Force<br>Community Organizations<br>Other funding agencies |  |
| City Engineering Department<br>Community Development Department   |  |
| City-County Planning<br>City Transit Department<br>City Engineering Department<br>Community Development Department<br>Neighborhood Task Force   |  |
| Community Development Department<br>Neighborhood Task Force   |  |
| City Council<br>City-County Planning<br>City Engineering Department<br>City Zoning Commission<br>City Board of Adjustment<br>Neighborhood Task Force  |  |
| City Council<br>City Zoning Commission<br>City-County Planning Board<br>Community Development Department<br>Neighborhood Task Force   |  |
| City-County Planning Board<br>City Engineering Department   |  |

## **PLAN IMPLEMENTATION**

This plan is intended to guide redevelopment and growth of the Central-Terry Park Neighborhood. It is beyond the scope of the plan to propose, in detail, specific methods of implementation. The Billings City Council and groups such as the Neighborhood Task Force must be the decision-makers in making plan proposals a reality. The Billings Community Development Department does have funds available for neighborhood improvement projects.

The City Community Development Department serves as program administrator and a funding agency for activities eligible for assistance under the Housing and Community Development Act of 1974.

"The primary objective of the Housing and Community Development Act is the development of viable urban communities by providing decent housing and a suitable living environment and expanding economic opportunities, principally for persons of low-and moderate-income. This objective is to be achieved through elimination of slums and blight and detrimental living conditions, conservation and expansion of housing and housing opportunities, increased public services, improved use of land, increased neighborhood diversity and preservation of property with special values."

Community Development Act funding is a means by which designated areas such as the Central-Terry Park Neighborhood may achieve needed funding for neighborhood improvement programs and the implementation of portions of this plan.

The Billings-Yellowstone City-County Planning Board, the City Zoning Commission, and City Council have the responsibility for land use decisions and would be directly involved, along with the neighborhood residents, in making the land use proposals within this plan a reality.

## ANNUAL REVIEW

The Neighborhood Plan will be reviewed by the City-County Planning Board, the Central-Terry Park Task Force and other interested groups on an annual basis. If revisions are necessary then these shall be approved by the Central-Terry Park Neighborhood Task Force and completed by the City-County Planning Board staff.

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## CENTRAL/TERRY PARK NEIGHBORHOOD TASK FORCE

The Billings-Yellowstone City-County Planning Board wishes to thank the Central-Terry Park Neighborhood Task Force for their participation in the development of this plan. Eighteen months of hard work, night meetings, weekend projects and good times have been spent by the Task Force in their commitment to making their neighborhood a better place to live.

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# NOTES

# NOTES

# NOTES





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FUNDED IN PART THROUGH A DEPARTMENT  
OF HOUSING AND URBAN DEVELOPMENT  
COMMUNITY DEVELOPMENT BLOCK GRANT.

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# NORTH PARK PLEASE RETURN

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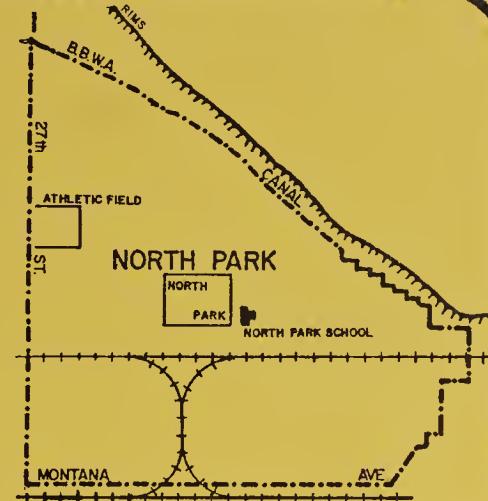
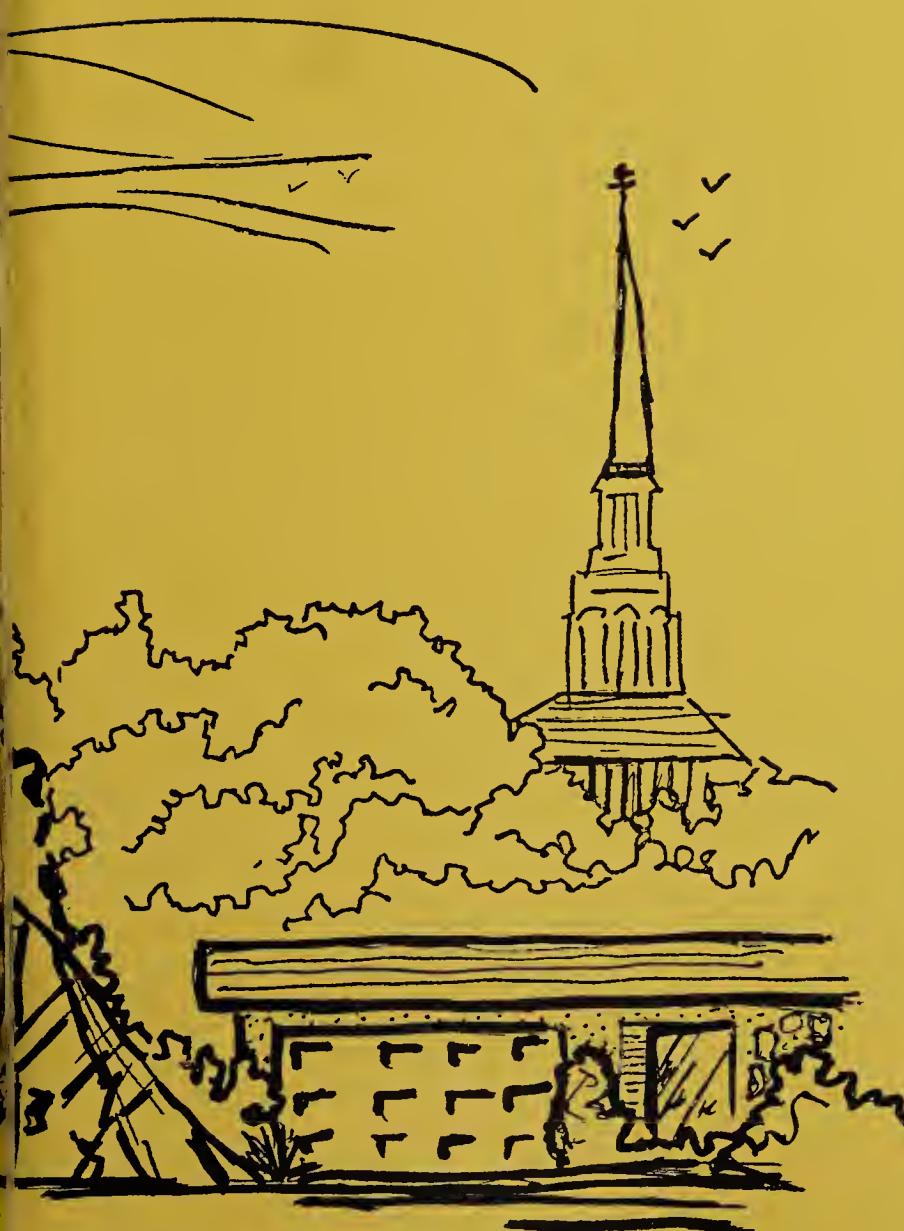
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# **NORTH PARK NEIGHBORHOOD**

**PREPARED BY  
THE NORTH PARK NEIGHBORHOOD TASK FORCE  
AND THE  
BILLINGS-YELLOWSTONE  
CITY-COUNTY PLANNING BOARD  
JUNE, 1977**



# PLAN



## INTRODUCTION

This is the plan for the North Park Neighborhood. The neighborhood is bounded by North 27th Street on the west, the Billings Bench Water Users Association Ditch on the north, the Burlington-Northern Railroad tracks on the south and North Tenth Street on the east.

The Billings-Yellowstone City-County Planning Board and the Billings City Council have designated the North Park Neighborhood as a neighborhood planning area and as a target area for neighborhood rehabilitation funding from the Billings Community Development Department. This decision was based on the following factors:

1. Low income level of the residents.
2. High percentage of elderly residents.
3. Advanced age of the housing stock.
4. High proportion of renters.
5. Low home value in comparison to other areas of Billings.

The North Park Neighborhood represents a valuable resource for the City of Billings. It provides housing close to the Central Business District and major transportation routes; it supplies low and moderate priced housing to the City; the neighborhood backs up to scenic areas along the rims offering vistas of downtown Billings; areas close to downtown are prime locations for rehabilitation or rebuilding into residential and commercial development, and finally, the North Park Neighborhood contains a large portion of the City's industrial land served by the railroad.

There are many existing and potential problems within the North Park Neighborhood. Much of the housing was constructed prior to 1939 and is showing its age. The area is divided by 6th Avenue North and 4th Avenue North, both major transportation routes. In some locations land uses are changing from residential to commercial and industrial resulting in many incompatible land use situations. Large sections of the area are lacking many urban amenities such as street lights, curbs and gutters, storm sewers, sidewalks and street paving.

Until recently there has been no strong organized leadership in the neighborhood to identify and find solutions to these growing problems. During November of 1975 the North Park Neighborhood Task Force was established by local residents, the Billings-Yellowstone City-County Planning Board and the Billings Community Development Department to find solutions to these and other neighborhood problems. The Task Force is comprised of residents of the neighborhood who meet on a regular basis to discuss the problems of their area. They are focusing their attention on land use and zoning, public facilities, transportation, housing and new development, (both private and public) in and adjacent to the neighborhood. They have input into local zoning decisions, are active in neighborhood rehabilitation projects, provide valuable assistance in the allocation of Community Development funds within their neighborhood, and have given invaluable assistance in the preparation of this plan.

The major goal of the City for the North Park Neighborhood is the improvement of a strategically located and historically significant residential community. It is hoped that this Neighborhood Plan will become a focal point around which the neighborhood will organize itself and gain a stronger sense of identity. This neighborhood plan is a tool that can be used to guide decisions in the solution of neighborhood problems.

The North Park Neighborhood Plan consists of this text and accompanying "Proposed Land Use Map." Detailed information about socio-economic characteristics, land use

and zoning, public facilities and transportation upon which the plan is based, may be obtained from the Billings-Yellowstone City-County Planning Board.

## PURPOSE

The North Park Neighborhood Plan provides an official guide to new development and redevelopment of the neighborhood over the next five years for use by the City Manager, Billings-Yellowstone City-County Planning Board, City Council and Mayor, the Community Development Office, and other concerned governmental agencies, as well as residents, property owners and private organizations concerned with planning and neighborhood improvement. The Plan also provides an action program by identifying resources that meet neighborhood needs. Utilizing the process of City-Neighborhood collaboration in the preparation of the Neighborhood Plan, it is expected that the City and North Park residents will work together toward plan implementation.

The Plan is intended to promote an arrangement of land use, circulation and commercial facilities which will contribute to the economic, social and physical health, safety, welfare and convenience of the neighborhood, within the larger framework of the city. It is intended to guide the development and change in the neighborhood to meet existing and anticipated needs and conditions, to contribute to a pleasant environment, to reflect economic potentialities and limitations, to guide development and to protect investment to the extent reasonable and feasible.

The Plan is not an official zoning map and, as a guide, does not imply any implicit right to a particular zone or the land uses permitted therein. Changes of zone are considered under a specific procedure established under the City Zoning Ordinance for the City of Billings, Montana.

## GOALS OF THE PLAN

1. The housing goal is to maintain the residential character of the neighborhood by preserving existing sound residential areas and encouraging the development of new housing units in appropriate areas.
2. The land use goals of the neighborhood are: (1) maintain a residential character, (2) encourage a more intense residential land use and (3) encourage non-residential development when compatible with the existing land use.
3. The transportation goals of the neighborhood are to: (1) preserve neighborhood integrity by minimizing through traffic corridors, (2) enable safe pedestrian movement throughout the neighborhood and (3) effectively buffer residential areas from arterial streets to improve neighborhood residential character.
4. The urban design goal of the neighborhood is to maintain neighborhood identity and improve the quality of life.
5. The community facilities goal is to provide adequate facilities for recreation, neighborhood functions and social activities within the neighborhood.
6. The historic preservation goal is to retain local history by preservation and rehabilitation of structures with historic significance.
7. The employment goal of the neighborhood is to encourage employment opportunities that would fill the needs of the residents.
8. The environmental goal is to improve the environmental quality of the neighborhood.
9. The social goal is to renew the North Park Area into a neighborhood that its residents can be proud of.

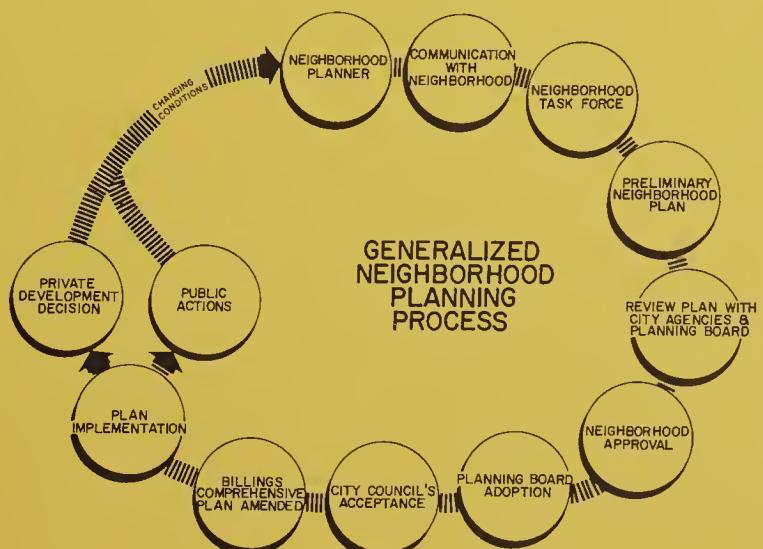
## THE PLANNING PROCESS

A meaningful way to approach planning is as a process - an organized way of thinking about the future. The neighborhood planning process consists of making surveys, analysis and projections; defining problems; setting goals and objectives; formulating alternative ways to reach objectives; choosing those outcomes and updating goals and methods.

Planning is done consciously as well as unconsciously. The lack of formal plans usually indicates that the city is planning on a day-to-day, crisis-to-crisis basis, while the city with a long term neighborhood plan attempts to foresee its problems and solve them before they reach crisis proportions.

In order to develop a meaningful neighborhood plan, citizen participation, understanding and support are necessary ingredients. The North Park Neighborhood Task Force has played a vital role in the neighborhood planning process. Providing a great deal of information and accepting the responsibility of being a spokesman for the neighborhood, the Task Force has given the neighborhood plan a high degree of accuracy and reality.

Bearing in mind that actions of public and private groups over a period of years actually determine the course of the community's development, the most useful purpose that a neighborhood plan can serve is to establish guidelines for policy determinations.



## Neighborhoods Within the City

Growing cities such as Billings are inevitably faced with problems related to the need to maximize individual benefits and choice while making the city more liveable. Resolution of these interrelated problems requires a continuing effort that involves assessment of neighborhoods and their relationship to the city as a whole, and the individual's role in an extremely complex and rapidly changing society. The solution to neighborhood problems can be obtained only by a shared responsibility between the individual, neighborhood and city government.

The multitude of complex influences effecting individual neighborhoods in Billings must be closely studied in the process of neighborhood planning to determine what can be done to improve the quality of life in our neighborhoods. Conditions and needs must be thoroughly analyzed to identify local problems. Some of the areas of concern in which actions may be needed or desired include the improvement of housing, utilities, street and transportation systems, public facilities such as schools, parks and community centers.

### **What is a neighborhood plan?**



### The Neighborhood Plan

Neighborhood planning is a means of encouraging meaningful citizen participation in planning at the neighborhood level. The underlying assumption of the program is that interested and informed neighborhood residents can plan their own local environment as they might plan ahead for their own family activities or budget their income. Neighborhood planning is a method of updating and revising the long range city Comprehensive Plan, neighborhood by neighborhood, to reflect the desires of the neighborhood residents

for their own living environment. Neighborhood planning can provide for the planning of neighborhood streets, schools and parks as well as other public facilities, and for designating land use zones for residential, commercial and industrial development within the neighborhood.

Neighborhood planning must also devote attention to identifying current problems and issues, establishing priorities, and formulating action programs for physical improvement of neighborhoods. The task force has done much to identify problems, present ideas and alternative solutions, and participate in physical improvements of the neighborhood. The City-County Planning Office serves the task force by acting as technical consultant, as a source of background information, as a liaison between neighborhood and public agencies that might be involved, and as a source of information about federal, state and local programs that may be available to implement physical improvement programs.

With approval of the Neighborhood Plan by the City-County Planning Board and the Billings City Council, the Plan will become a detailed addition to the City's Comprehensive Plan.

### **NEIGHBORHOOD HISTORY\***

Billings had its beginning within the boundaries of the North Park Neighborhood. When the Minnesota and Montana Land Company laid out the plan for its new town in the summer of 1882, it established Minnesota Avenue south of the present railroad tracks and Montana Avenue north of the tracks. The intersection of North 25th Street and Montana Avenue was selected as a starting point from which the rest of the town was laid out.

The little wood frame shanties gave way to brick and stone stores and business buildings during the first two decades of the towns existence. By 1909 many of the streets had been paved with wood cobbles and brick. The Yellowstone County Courthouse was built at 3rd Avenue

\* Written by Lois Logan and Agnes Davison,  
North Park Neighborhood Task Force  
Historians

North and North 27th Street. It was a handsome, two-story building with a rotunda and it was surrounded by a pleasant park.

Roosevelt School at Fourth Avenue North and N. 23rd Street, was the earliest elementary school in the neighborhood. In 1939 it was replaced by North Park School which remains the only school in the area.

When the original townsite was established both north and south sections of town had designated park land. South Park was developed first and North Park was developed in 1902.

In the early days there were no fair-grounds, so when the local ranchers wanted to have a fair it was staged at North Park. The octagonal building at North 22nd and 6th Avenue North was the original exhibit building for the fair.

North Park had an entrance gate on 6th Avenue North. It contained cabins for tourists and a lecture hall which now serves as a picnic shelter. A wading pool and tennis courts were later built in the park.

In the 1930's a group of baseball enthusiasts wanted Billings to have a baseball field. Mr. Stuvios, who owned most of the land north of 9th Avenue along 27th Street, donated a site for an Athletic Park. After a series of successful fund drives, Cobb Field and Athletic Pool became realities.

Most of the area east of 22nd and north of 6th was the ranch of Fred and Agnes Burnstead. The Burnsteads subdivided their land into lots providing homesites for a large number of neighborhood residents. Like the Stuvios family, the Burnsteads retained the water rights, but in 1960 Mrs. Burnstead sold her water rights to an organization of home owners known as the Burnstead Water Users Association. The water users association is a bond tying residents of the neighborhood together.

Pioneer industries in our area were Pierce Packing, the Billings Livestock Commission, Big Horn Canning and the Ideal Bakery. These businesses have provided employment for many neighborhood residents and have also been important to the economy of the entire City of Billings.

Over the years there have been changes in the character of the North Park Neighborhood. It is hoped that this historical sketch of the neighborhood will give some insight to the past and help in making future decisions that affect the area.

## NEIGHBORHOOD ANALYSIS

The North Park Neighborhood (Census Tract 2) is comprised of 625 acres of land and in 1975 had a population of approximately 4919 residents.

North Park faces the problem of being split into three entirely different sectors by the most heavily travelled arterial highways in Billings, 4th and 6th Avenues North. The portion north of 6th Avenue is predominately residential; between 4th and 6th Avenue North, industrial uses prevail and south of 4th Avenue, heavy commercial and railroad related uses are most common.

All 1970 data in this report is taken from the U.S. Census. All 1975 statistical data with the exception of population and housing units, is from R.L. Polk Company Profiles of Change 1974-1975. The 1975 population and housing unit figures along with all 1980 data are projections of the Billings-Yellowstone City-County Planning Board.

### POPULATION

Since 1970 the population of North Park has experienced a steady increase. During 1975 approximately 4919 residents lived in the neighborhood and this represents a 16.9% increase from the

1970 population level of 4208. This increase is due to a substantial amount of new multiple family apartment construction. During the years from 1970 to 1975 there were 272 multi-family dwelling units built compared to 25 new single family units.

The City-County Planning Board staff has estimated that neighborhood population will increase to 5988 by 1980, an increase of 42% over the 1970 population. This is based in part on the continued interest in multi-family construction utilizing land that is presently undeveloped.

A significant shift in age composition can be seen in the neighborhood. It appears that there has been a reduction in the number of younger families or families without children. This may be attributed to a number of factors. Since 1970 the number of neighborhood children enrolled at North Park School has declined 47% while the City as a whole experienced a decline of only 2%. Another factor is a substantial increase in the number of retired heads of households, from 5% in 1970 to 25% in 1975.

#### MINORITY POPULATION

The North Park Neighborhood has a 1970 minority population of approximately 143 residents, 2.9% of the total neighborhood population. The Mexican-American population comprises 139 residents or 2.8% of the neighborhood. The Black population is approximately four residents or .08% of the neighborhood.



N. 19th STREET AND RIMS

TABLE I  
NEIGHBORHOOD CHARACTERISTICS  
NORTH PARK NEIGHBORHOOD

POPULATION			
	NORTH PARK	CITYWIDE	% OF CITY
1970	4208	61,851	6.8%
1975	4919	72,700	6.7%
1980	5988	78,282	7.6%
FAMILY INCOME PER YEAR			
1970	\$ 7,553	\$10,626	71.0%
1975	\$11,224	\$13,290	84.0%
PERSONS BELOW POVERTY LEVEL			
1970	13%	9%	69.0%
HOUSING UNITS			
1970	2436	21,013	11.6%
1975	2733	22,144	12.3%
1980	2994	34,200	8.7%
PERSONS PER HOUSEHOLD			
1970	1.73	2.9	59.0%
1975	1.80	3.3	54.0%
1980	2.00	2.3	87.0%

#### SOCIO-ECONOMIC CHARACTERISTICS

The North Park Neighborhood is one of the oldest areas of Billings. The socio-economic characteristics of the neighborhood have gradually changed as the resident population has evolved. Some trends can be identified in determining the direction the neighborhood is going.

Income has increased in the neighborhood in recent years when compared to citywide trends. Mean family income rose from \$7553 in 1970 to \$11,224 in 1975. During that same period, however, the city mean climbed from \$10,626 to \$13,290. The significant point is that even though the city had a 25% increase in income over the last five years the neighborhood had a 48% increase. Trends that tend to reinforce this increase are that female

heads of household have declined from a 1970 level of 15% to 5.7% of the families in 1975. Also social security benefits have seen a substantial increase from 1970 to 1975. The average benefit has increased about 50% giving a neighborhood such as North Park with 25% of its residents retired a significant increase in spendable income.

## LAND USE AND ZONING

The North Park Neighborhood consists of approximately 625.57 acres. 233.23 are used for streets, 136.26 have been developed into commercial and industrial uses, 32.07 are vacant, 29.89 acres are public land, and the remaining land is used for residential purposes.

The most extensive land usage in the neighborhood is residential, utilizing 187.42 acres (47.8% of the neighborhood) with approximately 79% (148 acres) of that area developed as single dwelling units. There are 168.42 acres of land that have actually been zoned for residential, the remaining 19 acres are zoned for other uses. Most of the residential land (81.6%) lies north of 6th Avenue with scattered residential uses below 4th Avenue.

Commercial and industrial uses cover 136.26 acres or 34.7% of the North Park area. These land uses occur mostly south of Sixth Avenue but it is scattered throughout most areas of the neighborhood. South of Sixth Avenue is characterized by a mix of older residential units and newer commercial/industrial development. Non-residential development in the area is likely to continue because of the advanced age and declining condition of dwelling units.

Private commercial redevelopment is occurring along Montana Avenue between 23rd and 26th Streets. Generally, these blocks consist of hotels, second-hand shops, pawn shops and bars. Not only is this redevelopment adding interesting

shops and restaurants to the neighborhood, it is also revitalizing four blocks of historical buildings which have fallen into disrepair.

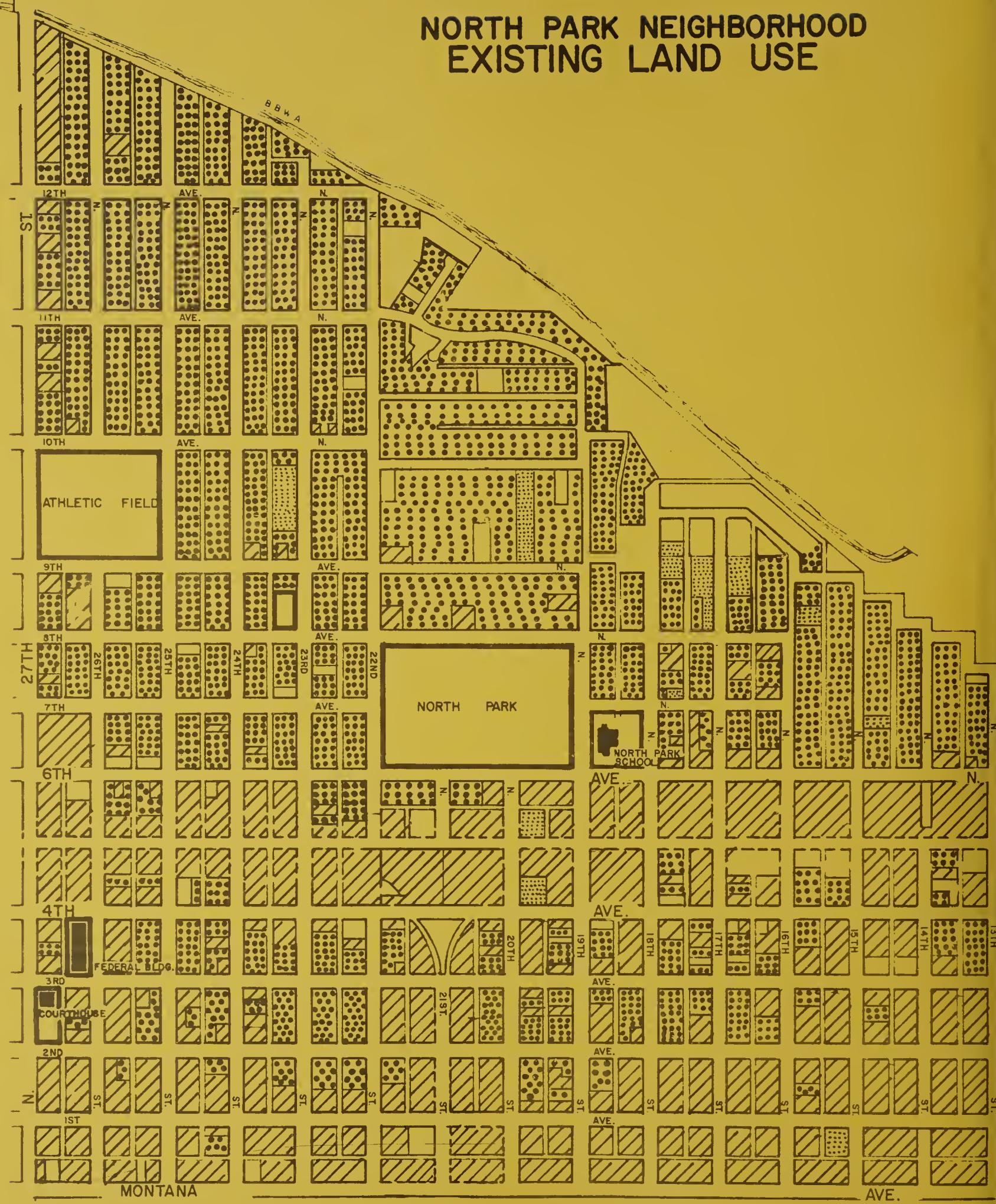
Public uses account for approximately 7.6% of the neighborhood total land usage. Public land includes the Yellowstone County Courthouse, Federal Building, fire station and parkland.

Vacant land accounts for 8.2% of the neighborhood and is scattered throughout the North Park area in small parcels.

TABLE II  
NORTH PARK NEIGHBORHOOD EXISTING LAND USE  
DECEMBER 1976

USE	ACREAGE		% OF NET	% OF TOTAL
Residential	187.42		47.8%	29.9%
Above 6th Ave. N.	152.92			
Between 4th & 6th	8.14			
Below 4th Ave.	26.36			
Commercial/Industrial	136.26		34.7%	21.8%
Above 6th Ave.	13.26			
Between 4th & 6th	40.69			
Below 4th Ave.	82.31			
Mobile Homes	6.70		1.7%	1.1%
Above 6th Ave.	5.26			
Between 4th & 6th	1.00			
Below 4th Ave.	.44			
Vacant Land	32.07		8.2%	5.1%
Above 6th Ave.	25.04			
Between 4th & 6th	6.07			
Below 4th Ave.	.96			
Public Lands	29.89		7.6%	4.8%
Above 6th Ave.	28.57			
Between 4th & 6th	0.00			
Below 4th Ave.	1.32			
NET TOTAL	392.34	392.34	100.0%	62.7%
ROADS	233.23	233.23		37.3%
Total	625.57	625.57		100.0%

# NORTH PARK NEIGHBORHOOD EXISTING LAND USE



## ZONING

City Ordinance No. 3797 established zoning regulations for the City of Billings. "The purpose of zoning is to promote the health, safety and general welfare of the community by regulating the height and size of buildings and structures, the percentage of lots that may be occupied, the size of yards and open space, the density of population and the location and use of buildings, structures and land for trade, industry, residences, or other purposes within the City limits".

### LEGEND

	VACANT
	PUBLIC
	RESIDENTIAL
	MOBILE HOME
	COMMERCIAL-INDUSTRIAL

The North Park Neighborhood contains a variety of zoning classifications. These classifications set forth the type of development that may take place in the neighborhood.

#### R-72 Residential 7200

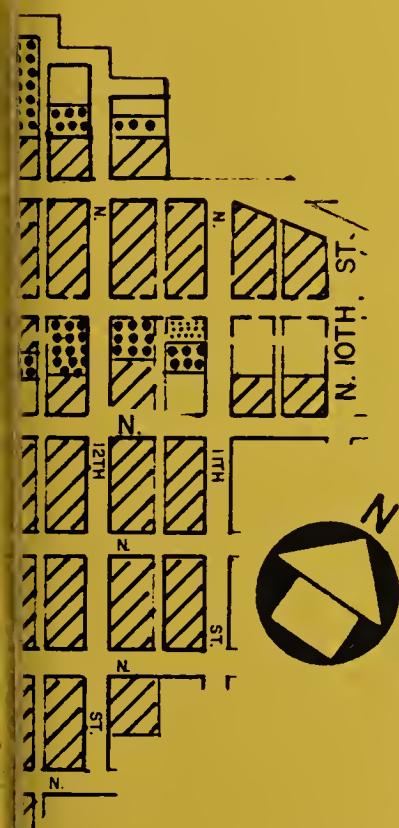
Primarily a single family residence district with adequate plot areas required and including the customary accessory and secondary uses plus providing for duplex and two family dwellings.

#### R-60 Residential 6000

Primarily a single-family district with adequate plot areas required and including the customary accessory and secondary uses plus providing provisions for multi-family dwellings with a maximum of eight units.

#### RMF Residential Multi-Family

A residential classification intended to provide adequate sites for multi-family developments including high rise apartment complexes. Dwelling unit density is increased in this classification to encourage development in areas where it will complement existing developments. Land within the classification should be located with access to major arterial transportation routes plus financial, cultural, and retail centers.



RMF-R Residential Multi-Family  
Restricted

A residential classification intended to provide adequate sites for multi-family developments, plus accessory and secondary uses. The classification is intended to provide a higher density apartment development, to permit suburban apartments adjacent to secondary focal points of the city, such as outlying business areas, or to establish a buffer between single family residence areas and other zoning classifications.

RMO Residential Mobile Home

A district permitting mobile home development. Adequate plot areas are required. Certain aspects of the zoning classification should protect and support these uses by preventing encroachment upon them by incompatible land use.

RP Residential Professional

Primarily a district permitting professional and semi-professional uses compatible with surrounding residential development.

NCL Neighborhood Commercial Limited

Primarily the NCL classification is a personal service, convenience retail district, limited in size of development and land area. It should be located on traffic arteries, where it can be compatible with adjoining residential development.

CC Community Commercial

The Community Commercial classification is primarily to accommodate community retail, service and office facilities offering a greater variety than would normally be found in a neighborhood or convenience retail development. Facilities within the classification will generally serve the area within a  $1\frac{1}{2}$  mile radius, and is commensurate with the purchasing power and needs of the present and potential population within the trade area. It is intended that these business facilities be provided in business corridors or in islands (30

acres) centrally located in the trade area rather than a strip development along arterials.

CI Controlled Industrial

A controlled industrial classification is intended primarily to accommodate a variety of business, warehouse and light industrial uses related to wholesale plus other business and light industries not compatible with other commercial zones, but which need not be restricted in industrial or general commercial zones and to provide locations directly accessible to arterial and other transportation systems where they can conveniently serve the business and industrial centers of the city and Midland Empire.

HI Heavy Industrial

A district intended to accommodate manufacturing, processing fabrication and assembly of materials and products. Areas designated as heavy industry should have access to two or more major transportation routes, and such sites should have adjacent space for parking and loading facilities.

CBD Central Business District

The Central Business District classification is intended to primarily accommodate stores, hotels, governmental and cultural centers and service establishments at the central focal point of the City's arterial and transportation system, where the CBD can conveniently serve the population of the entire urban area and the Midland Empire with a varied and specialized selection of goods and services. In order to protect the public interest and welfare and facilitate an attractive, efficient and prosperous CBD, the emphasis is on larger scale building specialty shops.

P Public

The public zone is intended to reserve land exclusively for public and semi-public uses in order to preserve and provide adequate land for a variety of community facilities which serve the public health, safety, and general welfare.

Table III illustrates the breakdown of how land is zoned in the neighborhood.

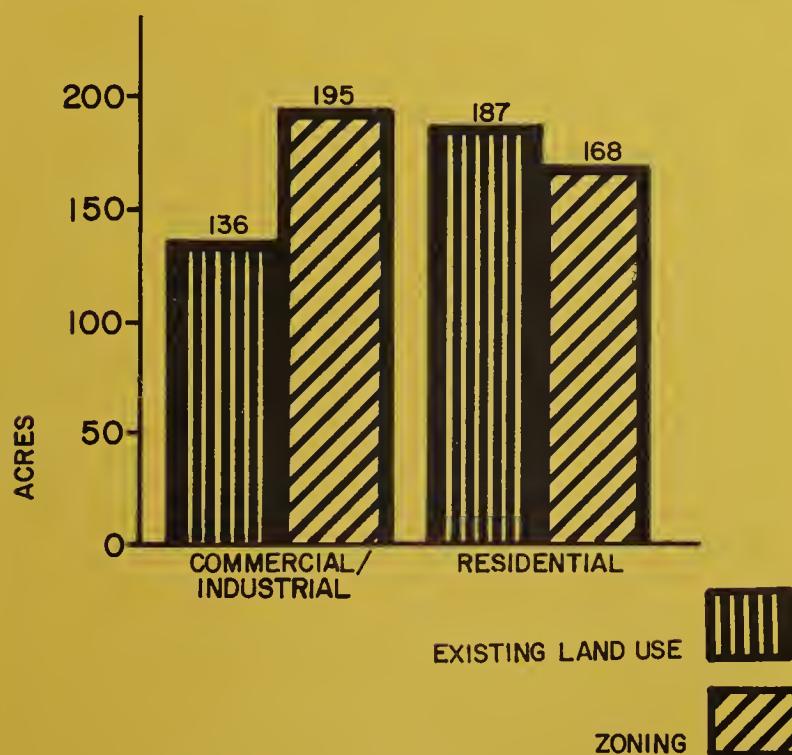
TABLE III

NORTH PARK NEIGHBORHOOD ZONING  
DECEMBER 1976

Zone	Acreage	% Total
R-7200	76.63	19.0
R-6000	57.46	14.6
RMF	13.80	3.5
RMF-R	13.53	3.4
RMO	7.00	1.8
RP	2.73	.7
NCL	.56	1.4
CC	41.48	10.4
CI	131.76 (14.80 in County)	33.3
HI	3.09	.8
P	28.88	7.4
TOTAL	392.34	100.0%

Residential zoning is the most common in the neighborhood. It accounts for 168.4 acres or 42.9% of the net acreage in North Park. The most common residential zone in the neighborhood is R-7200. 45%

CHART I  
NORTH PARK NEIGHBORHOOD  
LAND USES COMPARED TO ZONING  
DECEMBER, 1976



of residentially zoned land is in the R-7200 zone classification which allows up to a duplex. Non-residential zoning accounts for 195.04 acres or 49.7% of the net neighborhood acreage. The most common non-residential zoning in the neighborhood is controlled industrial which consists of 131.76 acres or 67.5% of the non-residentially zoned land in the neighborhood.

Chart I compares the amount of land zoned to that actually utilized for the major land use categories. There are many acres of land zoned commercial and industrial which are actually being used as residential sites. This is primarily because the residential uses in the original townsite development proceeded the commercial and industrial uses that have evolved in the area. This inconsistency between zoning and actual land use occurs a great deal south of 6th Avenue North where older residential structures occupy land which is zoned for commercial or industrial uses.



## HOUSING

The housing in the North Park Neighborhood is made up of units that are older than the housing found in most other neighborhoods of the city. Although there are some multi-family structures (20.9% of the dwelling units in the neighborhood are multi-family), most of the housing is smaller wood frame single family structures on small lots. These structures were mostly built in the early part of the century; in fact, 54% of the housing units in the North Park were built before 1939.

In a housing survey completed by the North Park Neighborhood Task Force, January 1976, it was determined that approximately 23% of the houses in the neighborhood have structural deficiencies.

The entire area south of 6th Avenue generally has the highest concentration of housing in poor condition. There are other scattered areas in the neighborhood with pockets of poor housing condition. The major concentrations are between North 22nd Street and North 26th Street and 6th Avenue to 9th Avenue North and the northeastern sector above 6th Avenue North.

Also contributing to the declining housing stock is an increasing number of non-owner-occupied units. From 1970 to 1975 the number of renters increased from 59% to 61% while the City as a whole declined from 38% to 36%. Another indicator of the declining housing stock in the neighborhood is the high percentage of housing that lacks adequate plumbing facilities. According to the 1970 U.S. Census, 5% of the North Park Neighborhood housing lacked adequate plumbing facilities compared to 4% for the City as a whole. A final factor that can be identified that related to a declining housing stock is that the neighborhood has a lower income level than the City average and that 25% of the neighborhood heads of households are retired compared to 20% citywide.

The result of these factors is a gradually declining housing stock in the North Park Neighborhood.

An area identified by the Task Force as in need of rehabilitation is the area north of 6th Avenue North between 12th and 15th Streets. This part of the neighborhood has been designated to be of

the highest priority in the utilization of any available neighborhood improvement programs and has been designated urban design district Number 3. Methods of restoring and improving the residential character of this area should be explored.

The neighborhood task force has placed housing as one of their goals. The redevelopment of existing structures and the development of new housing units will strengthen the residential character of the neighborhood and encourage the general upgrading of the neighborhood.

The residential character of this and other areas in the North Park Neighborhood can be enhanced by increasing home ownership and by encouraging home owners to maintain and rehabilitate their property. The character of multi-family dwelling units can be enhanced by encouraging the maintenance of existing apartment buildings, by reducing the number of absentee landlords, and by encouraging the rehabilitation of units. There are several housing programs which could help to accomplish these goals and thereby encourage private investment in North Park.

TABLE IV  
HOUSING CHARACTERISTICS  
NORTH PARK NEIGHBORHOOD

HOUSING UNITS		
NORTH PARK	CITY WIDE	% OF CITY
1970 2436	21,013	11.6%
1975 2733	22,144	12.3%
1980 2944	34,200	8.7%
HOUSING UNITS BUILT PRIOR TO 1939		
1970 54.0%	34.0%	158.0%
HOUSING VACANCY		
1970 7.0%	5.0%	140.0%
1975 2.9%	1.9%	153.0%
HOUSING UNITS WITH STRUCTURAL PROBLEMS		
1975 23.0%		
HOUSING UNITS ABANDONED		
1975 1.6%		
HOUSING UNITS LACKING PLUMBING FACILITIES		
1970 5.0%	4.0%	125.0%



NEW HOUSING DEVELOPMENT-BURNSTEAD DRIVE

**TABLE V**  
**OCCUPANT CHARACTERISTICS**  
**NORTH PARK NEIGHBORHOOD**

RENTERS			
	NORTH PARK	CITY WIDE	% OF CITY
1970	59.0%	38.0%	155.0%
1975	61.0%	36.0%	169.0%
PERSONS PER HOUSEHOLD			
1970	1.73%	2.9%	59.0%
1975	1.80%	3.3%	54.0%
1980	2.00%	2.3%	87.0%
FEMALE HEAD-OF-HOUSEHOLD			
1970	15.00%	9.0%	166.0%
1975	5.70%	4.3%	132.0%
RETIRED HEAD-OF-HOUSEHOLD			
1970	5.00%	5.0%	100.0%
1975	25.00%	20.0%	125.0%
INCOME			
1970	\$ 7,553	\$10,626	71.0%
1975	11,224	13,290	84.0%

Three programs are available to the North Park Neighborhood and have the potential to accomplish these goals.

#### The Rehabilitation Loan Program

This program was started in 1974 when the City of Billings set aside approximately \$200,000 in Revenue Sharing money to establish a low interest rehabilitation loan program. In 1975 a portion of the Community Development Block Grant Funds were added to the loan program. The goal of the program is to stop the decline of neighborhoods and to bring the maximum number of dwelling units in Billings up to health and safety standards. This is being done by providing a low cost loan source to low and moderate income residents who would be refused by traditional lending institutions. Decisions on loan applications are made by the City Housing Authority and the loans are administered by the Valley Credit Union.

#### Section Eight New Construction Program

A second program which could be used to the best advantage in multi-family residential areas in the neighborhood is the Federal Government's Department of Housing and Urban Development Section Eight New Construction Program. This program subsidizes the rents of lower income residents.

#### Demolition Program

In the North Park Neighborhood Task Force housing survey it was discovered that 1.6% of the dwelling units in the neighborhood were abandoned or severely dilapidated and had a blighting effect on surrounding residential areas. The Billings Community Development Department is administering a grant program for the demolition and removal of abandoned or severely dilapidated structures so that new structures may be built.

#### HISTORIC PRESERVATION

The North Park Neighborhood contains some of the earliest history in the City. Landmarks of Billings, Inc. and City Council have designated the area along Montana Avenue from 22nd Street to 26th Street as Billings Townsite Historic District. Within this area are many structures of historic and architectural interest such as the: Carlin Hotel 1912, McCormick Hotel 1905, Eagle Hotel 1914, Yellowstone Hotel 1914, Rex Hotel 1912, Fargo Hotel 1912, Northern Pacific Depot 1909, and the Billings Brewery Garage 1907.



BILLINGS TOWNSITE HISTORIC DISTRICT

Other structures and sites in the neighborhood are also of historic interest. Notable are North Park, the second park in Billings, the structure at 6th Avenue North and North 22nd Street which served as an early fairground building; and the site of the Federal prison.

Reference is made to the Neighborhood History section of this report for a more complete history of the area.

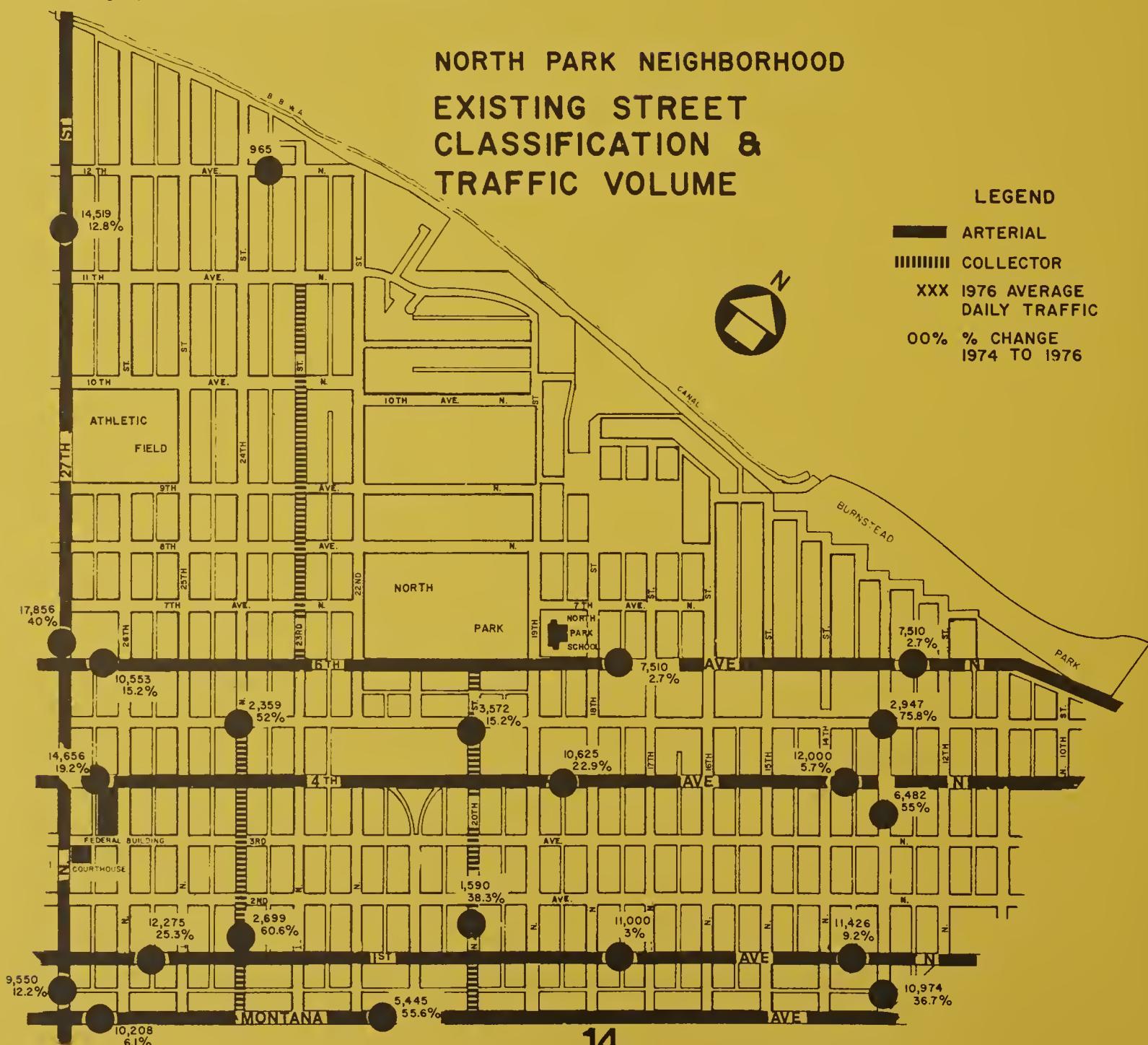
## TRANSPORTATION

Transportation facilities provide for the movement of people and goods. The North Park Neighborhood has numerous forms of transportation available: streets, buses, bikeways, rail lines and sidewalks.

Streets: There are three functional types of streets in the neighborhood - arterials, collectors and locals. Together these roadways constitute the neighborhood street system.

The major street classifications are:

- (1) Arterials - Providing through movement between areas and across the city with limited access to abutting properties. Streets in this category are 27th, 6th, 4th, 1st, Montana Avenue, North 13th from Montana to 6th Avenue North.



- (2) Collectors - Providing for movement between arterials and local streets with direct access to abutting properties. Streets in this category are North 23rd from 6th to 11th Avenue North, North 24th from Montana to 6th, and North 20th from Montana to 6th.
- (3) Locals - Providing for direct access to abutting land for neighborhood traffic circulation. All streets not mentioned above are within this category.

Streets of particular concern are 6th Avenue North, 4th Avenue North and North 27th Street. 6th Avenue is one of the most heavily travelled streets in Billings. It serves as a major link between the Central Business District and the Billings Heights area. Currently 6th Avenue North is carrying about 10,000 cars every day-- up 15% since 1974. It has been projected by the City-County Planners that by the year 2000, up to 32,450 cars will travel this corridor. Fourth Avenue has a similar role to 6th Avenue. Currently it is carrying about 12,500 cars per day, up 15% over 1974 volumes. Both 4th and 6th Avenues split the neighborhood into separate areas and these areas have developed different characteristics. These corridors have been selected to be included in Urban Design Studies to determine their eventual role in the area. The Billings Area Transportation Plan is currently undergoing an update. This plan proposes alternative ways to divert some of the traffic that passes through the neighborhood which would reduce the year 2000 projected traffic figures.

North 27th Street also has a unique role in the area. It serves as the major north-south route from the airport to Interstate 90. Currently this street is carrying about 16,000 cars a day, an increase of 26% since 1974. It is planned that 27th will carry one-way northbound traffic and 28th will carry southbound traffic. With implementation of this plan, projections for the year 2000 call for up to 15,000 cars per day.

## PUBLIC TRANSIT

The North Park Neighborhood is presently served by two city bus routes. The Southside route offers service intermittently between 6:15 am to 6:45 pm Monday through Friday, Saturday 7:45 am to 6:15 pm. The Southside/Eastside route offers peak hour service from 7:10 am to 10:05 am and 3:30 pm to 6:30 pm. Due to a very low level of ridership in the neighborhood it is inevitable that bus service will be modified to better serve the local residents.

An additional crosstown route has been proposed by the Transportation Systems Management Plan, (TSM) March 1977. Transit ridership among North Park residents could increase substantially with this route since more direct service to desired destinations would be provided.

## BICYCLE FACILITIES

Bikeways along existing streets can facilitate the movement of more people to work and on pleasure rides if proper facilities are provided. Direct benefits of bikeway facilities include cleaner air, energy conservation and personal health. A bikeway plan has been proposed by the Landmarks Bikeway Committee and City-County Planning. The North Park Neighborhood is a terminous point for the initial phase of Billings' proposed demonstration bikeway project. The bikeway extends from North Park west to Stewart Park. Other bikeways are proposed for the neighborhood located on North 13th, North 18th, North 24th, 3rd Avenue, and along the Burnstead ditch.



## URBAN DESIGN

Urban design is a process that enables an area in the neighborhood to solve special problems, to redesign an area that is not functioning well or to propose new uses for particular streets or unused land. Urban Design entails analysis of a particular situation, development of alternative solutions, and possible implementation techniques.

The North Park Neighborhood has a grid iron street pattern. The neighborhood's centralized location in the city increases the movement of traffic through

the North Park Area. The concept of restructuring the layout of some streets by urban design techniques could provide pockets of green space, reduce traffic around the park, channel traffic onto existing arterials and provide diversity to the area improving the urban landscape.

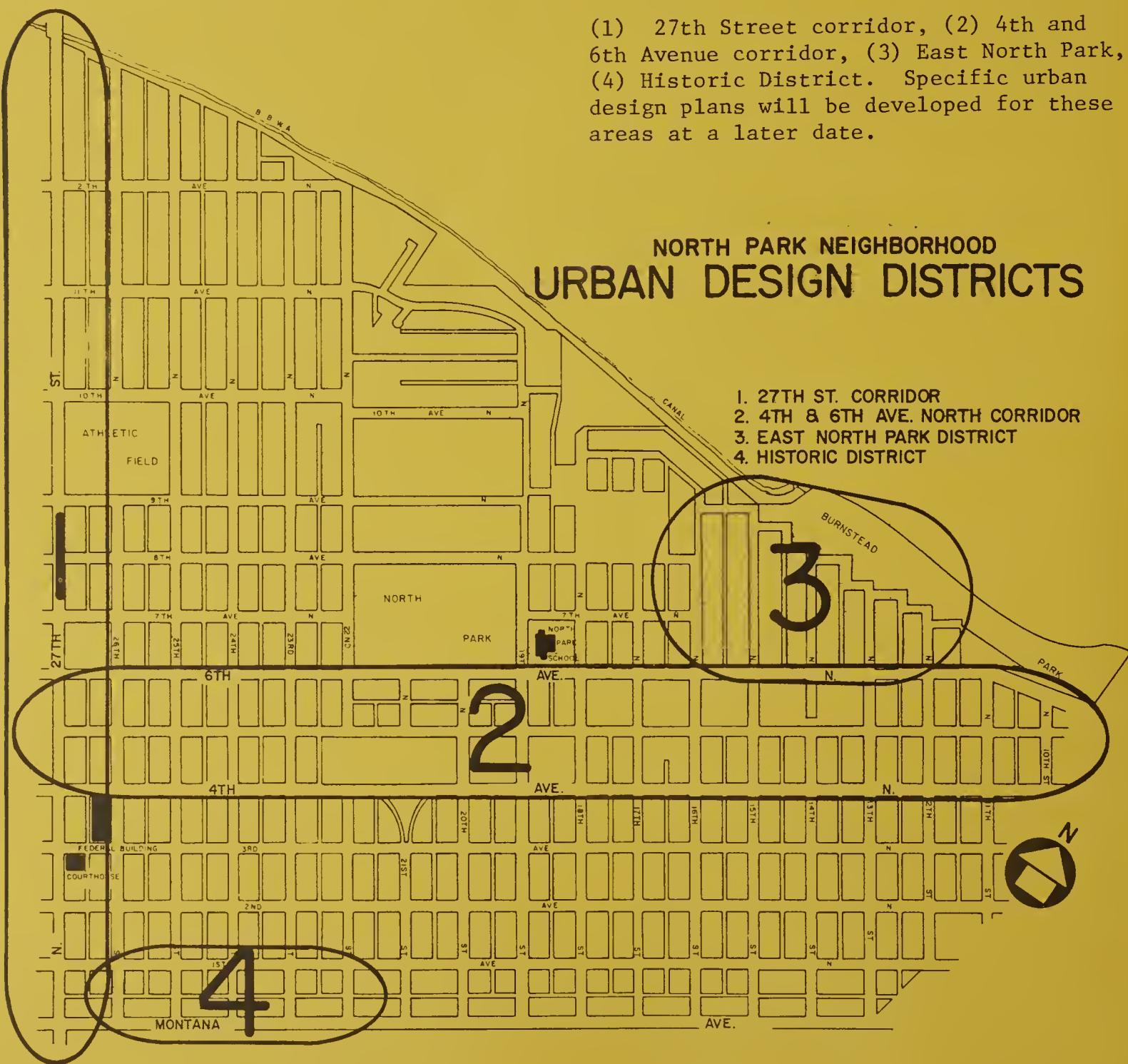
The environmental quality of the neighborhood can be improved by the planting of trees and development of landscaped areas along roadways.

Urban design districts have been designated in areas that are in particular need of physical improvement. They are:

- (1) 27th Street corridor, (2) 4th and 6th Avenue corridor, (3) East North Park, (4) Historic District. Specific urban design plans will be developed for these areas at a later date.

## NORTH PARK NEIGHBORHOOD URBAN DESIGN DISTRICTS

1. 27TH ST. CORRIDOR
2. 4TH & 6TH AVE. NORTH CORRIDOR
3. EAST NORTH PARK DISTRICT
4. HISTORIC DISTRICT



(1) The North 27th Street District

This street is of particular significance to the neighborhood and to the city as a whole. In addition to serving as the primary ingress and egress for the City, a number of important landmarks front on 27th Street including City Hall, the County Courthouse, the art museum, shopping areas, residential units, motels, professional offices and Eastern Montana College. Land uses along this corridor could evolve as a totally commercial strip thus forcing residential uses out. Development along this corridor should have high standards of sign control and landscaping. Innovative architecture and a minimum of curb cuts should be encouraged. A study is proposed to analyze land use conflicts and determine appropriate policies for the future development of this corridor.

(2) The 4th and 6th Avenue North Corridor

One area of recent concern is the 6th Avenue North Corridor from 10th Street to 27th Street. Once a quiet neighborhood street, it now serves as the major artery between the

Billings Heights and downtown Billings. Along this strip are found commercial and industrial development, park land and residential uses. It is anticipated that a special corridor will be completed to help determine the best use of land adjoining 4th and 6th Avenues.

(3) East North Park District

This district is bounded on the east by North 12th Street, the rims to the north, North 18th Street to the west and 6th Avenue North to the south. The area has a high percentage of housing in need of rehabilitation, unpaved streets, a general lack of urban amenities and a number of structures in need of demolition. This district has been given a high priority by the North Park Neighborhood Task Force in the allocation of Community Development funding for neighborhood beautification and redevelopment projects.

(4) The Historic District

A restoration plan is being prepared by Landmarks, Inc. for the redevelopment of a portion of the original



## Sitting Place



## Marketplace

townsite along Montana Avenue. This plan should be developed so as not to conflict with the goals of the North Park Neighborhood or the City of Billings.

## COMMUNITY FACILITIES

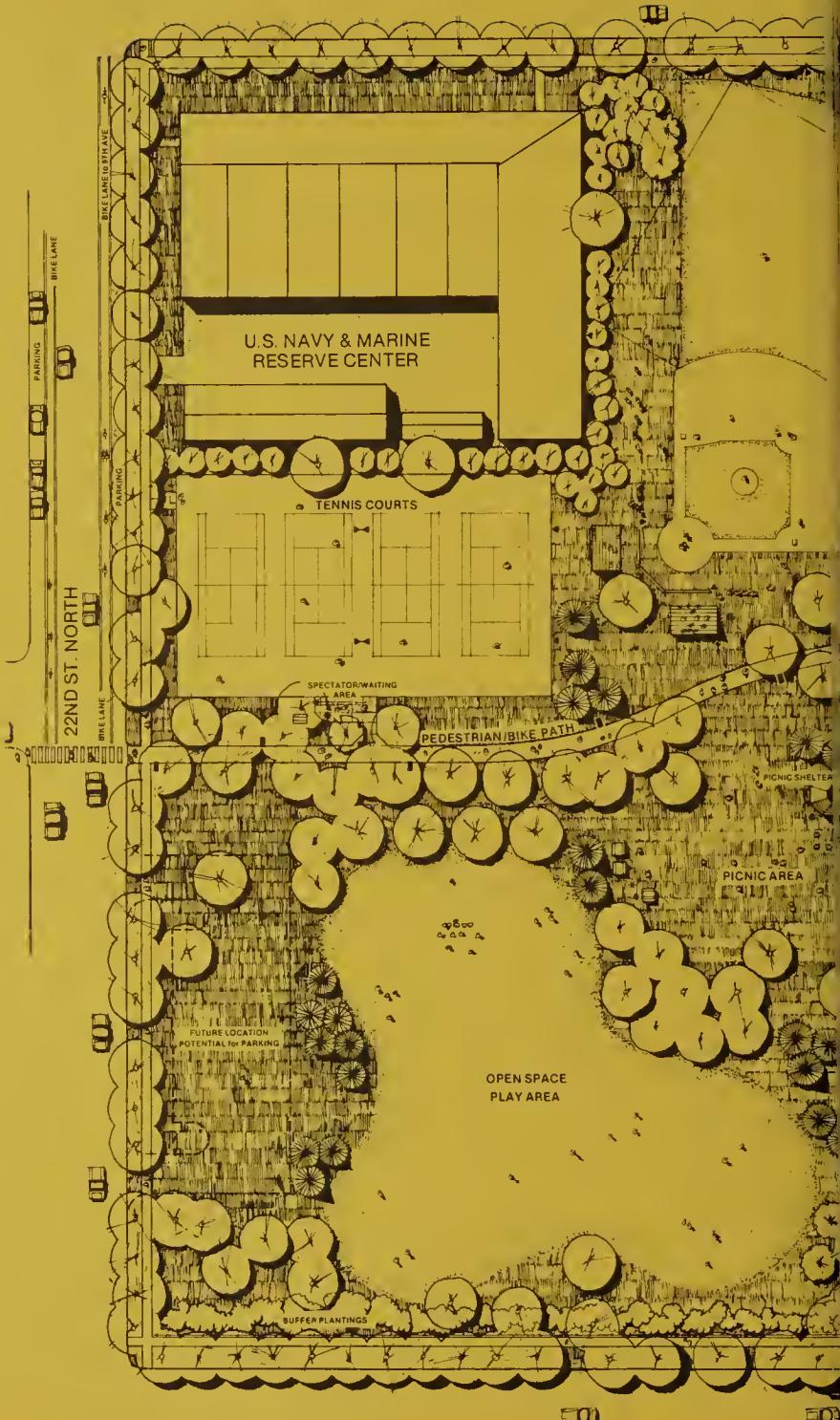
Community facilities within the neighborhood are comprised of schools, parks, police and fire services, churches and community organizations. These services play an important role in the health, safety and general welfare of the neighborhood and make North Park a better place to live.

### PARKS

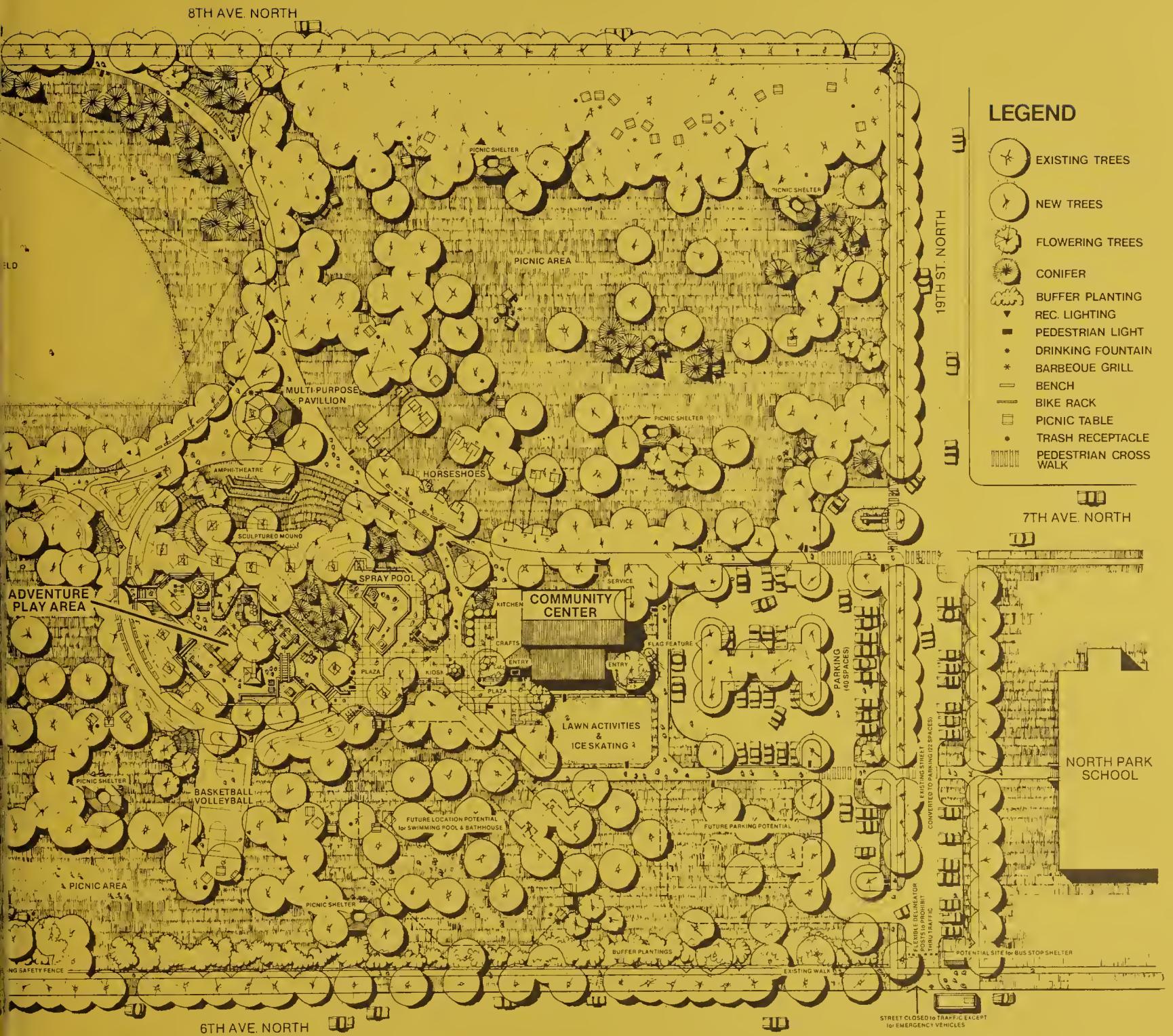
There are two parks in the North Park Neighborhood, North Park and Athletic Park.

Athletic Park - located along 27th Street between 9th and 10th Streets, is classified as a regional park and serves the entire urban area. It encompasses 9.37 acres and is the site of the City's professional baseball team - the Billings Mustangs. Its facilities include a baseball stadium, ice skating, swimming pool, football field and off-street parking. Like North Park, Athletic Field is showing signs of advanced age and over use.

North Park - One of the first parks in Billings, is classified as a community park and as such serves an area of  $\frac{1}{2}$  to 1 mile. Located along 6th Avenue between 19th and 22nd, it has an area of 16.5 acres and is one of the most heavily used parks in the city. Its facilities include a picnic shelter structure, limited off-street parking, slides, swings, merry-go-round, teeter-totter, climbing bars, sand box, wading pool, lighted softball field, picnic areas, shuffle board and horseshoe areas. It is also the site of a Naval and Marine Reserve center. The park facilities show signs of old age and in some cases are totally obsolete. A master plan for the future development of North Park has recently been completed. If implemented the park will have tennis courts, a community center, improved parking, better irrigation and possibly a future swimming pool.



## NORTH PARK MAST



**ER PLAN** Prepared for  
CITY of BILLINGS  
DEPARTMENT of HOUSING and COMMUNITY DEVELOPMENT

Prepared by  
**WIRTH ASSOCIATES**  
BILLINGS, MONTANA



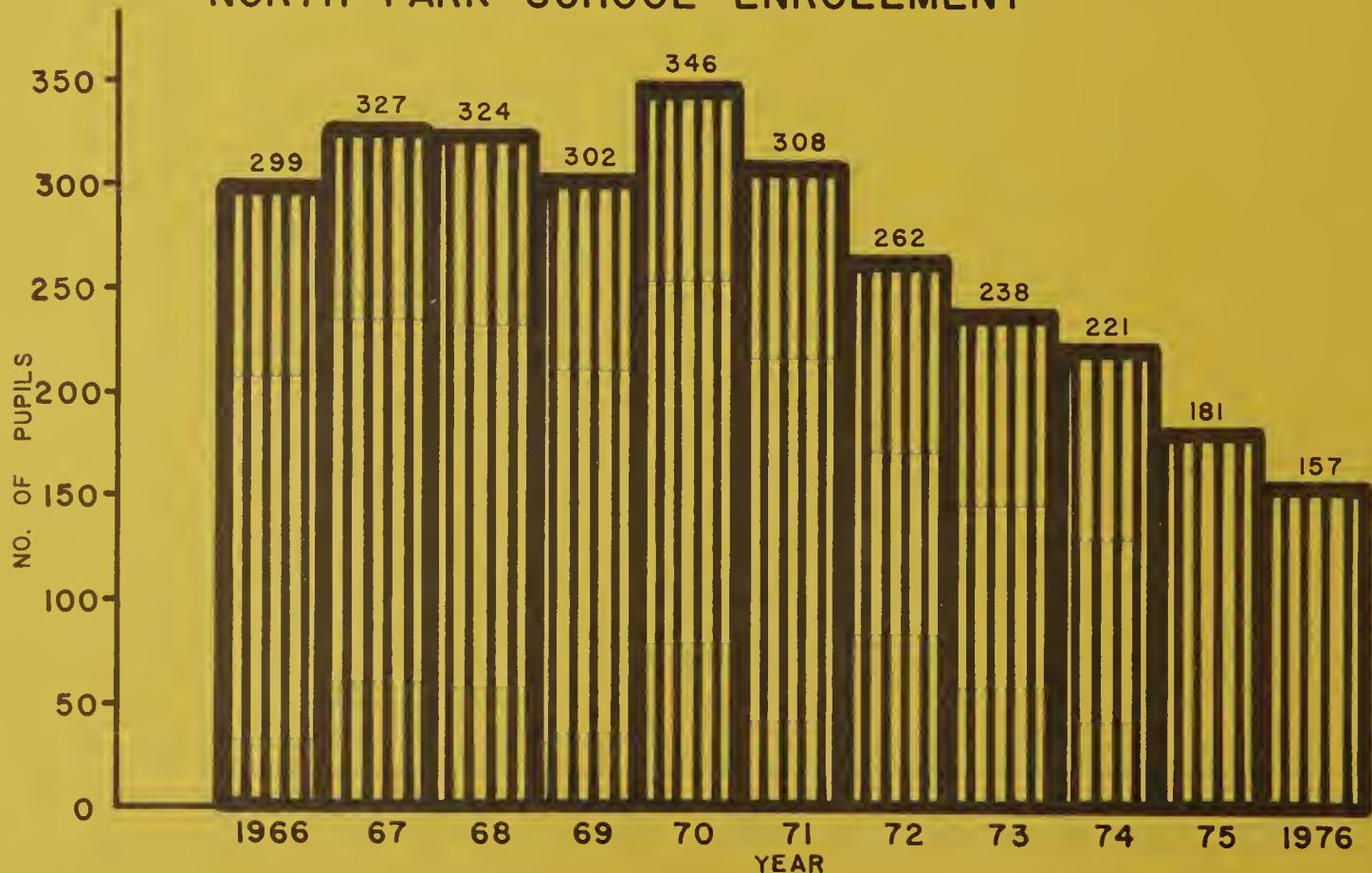
## SCHOOLS

There is one school in the neighborhood, North Park Elementary School located at 615 North 19th Street. The two acre site includes the school building, and a small play field. The school is directly east of North Park and has the potential of using park land for physical education programs. There is a severe off-street parking problem as the school has no parking area. The North Park Master Plan calls for the closing of 19th Street between the park and school in order to reduce conflicts between students and automobile traffic and to connect the school with landscaped park area. A portion of 19th Street would then provide parking for the school and park visitors.

North Park school is within School District No. 2. It has been projected by the school district that city elementary schools will continue to decrease in enrollment for the next three years and then level off with a slight increasing enrollment pattern.

North Park School has a capacity for 375 students but 1976 enrollment figures show only that 338 students are in attendance. Of these 338 students, 148 are kindergarten students bussed in from the Billings Heights and 33 are special education students that are bussed in from all over the City. The actual enrollment at the school from the local neighborhood children is 157 students, resulting in a 47% reduction in school population since 1966. This trend is in part due to a national trend of smaller family size. It is also due to the dramatic increase of retired people in the neighborhood.

**CHART II  
NORTH PARK SCHOOL ENROLLMENT\***



\*SCHOOL POPULATION ORIGINATING FROM NORTH PARK NEIGHBORHOOD  
SOURCE: SCHOOL DISTRICT TWO

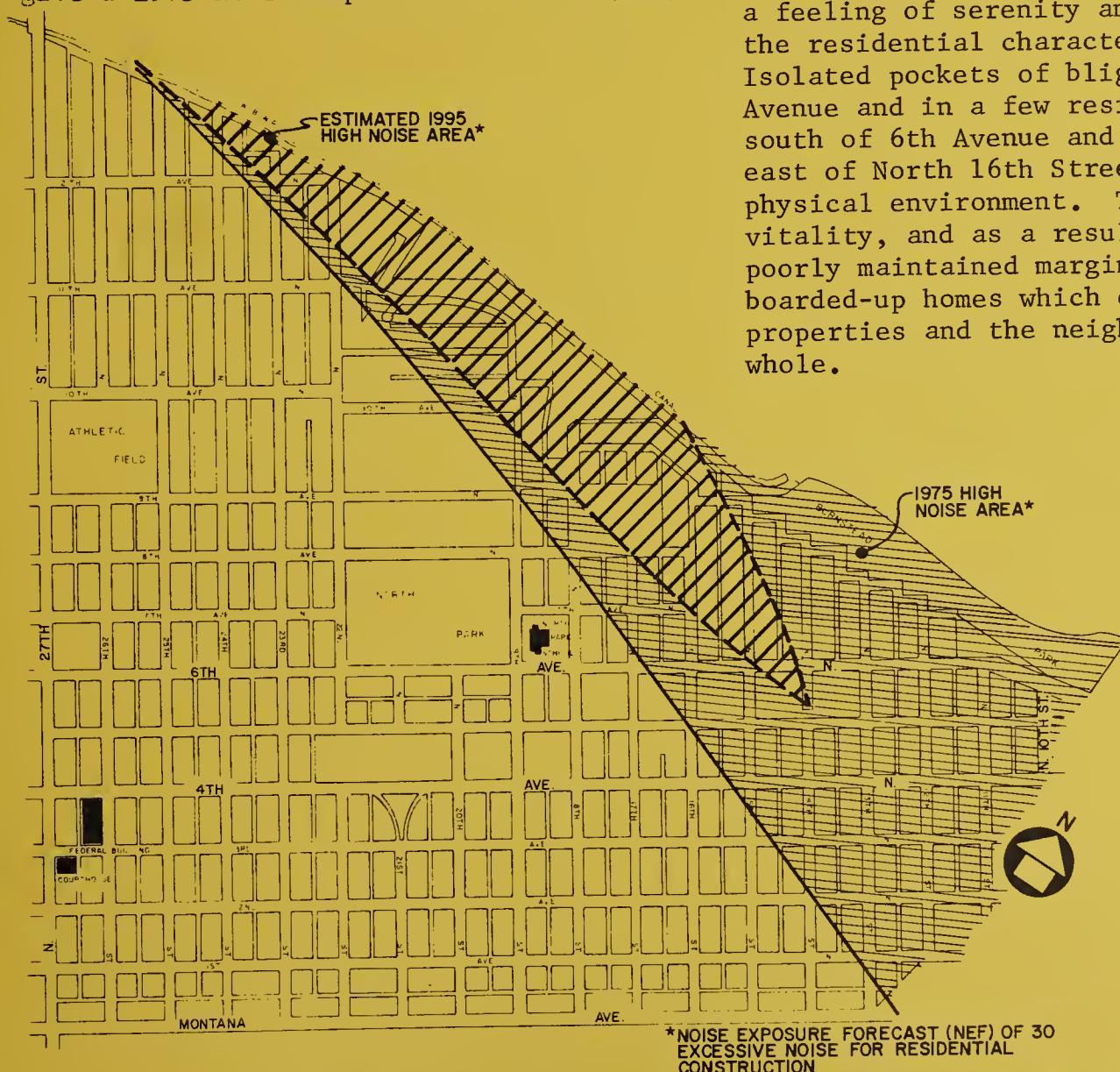
## ENVIRONMENTAL CONDITIONS

The North Park Neighborhood is situated below the north rims approximately 100 feet above the central business district. The neighborhood is situated such that it is below aircraft approaching the Billings airport. This results in periodic high noise levels that will increase in severity as the airport traffic increases.

The Master Plan for Billings Logan International Airport prepared by CTA Architects and Engineers in 1975 states that there are excessive noise levels in the North Park Area that originate from aircraft. With the existing aircraft volume of 323 movements daily, the Master Plan gave a 1975 Noise Exposure Forecast (NEF)

of 30 to the area generally north of North Park, east of North Park School, and north of 6th Avenue east of North 16th Street. An NEF of 30 is considered excessive noise by the Department of Housing and Urban Development for new construction of all residential uses, schools, hospitals, churches, nursing homes, auditoriums and outdoor theaters. Due to the development of quieter aircraft by 1995 it is estimated by the Master Plan, that even though aircraft traffic will increase to 863 movements daily, the NEF of 30 will actually cover a smaller area.

The neighborhood landscape is characterized by an abundance of large shade trees of many varieties. These trees help give a feeling of serenity and reinforce the residential character of the area. Isolated pockets of blight along Montana Avenue and in a few residential sections south of 6th Avenue and above 6th Avenue east of North 16th Street detract from the physical environment. These areas lack vitality, and as a result contain many poorly maintained marginal businesses and boarded-up homes which effect adjacent properties and the neighborhood as a whole.



## AREAS OF EXCESSIVE AIRCRAFT NOISE

SOURCE: MASTER PLAN BILLINGS LOGAN INTERNATIONAL AIRPORT, CTA ARCHITECTS ENGINEERS, 1975

Major traffic corridors such as 6th Avenue, 4th Avenue, and 27th Street produce significant amounts of air pollution and noise as a result of automobile and truck traffic. This environmental concern will increase in severity as traffic volumes increase.

Current zoning allows a large amount (33.3%) of the neighborhood south of 6th Avenue to be developed into industrial uses. As industrial uses are developed in this area portions of the neighborhood will be undesirable for residential use. Land uses as proposed in this report are meant to reduce conflicts between industrial and residential land development patterns.

#### FIRE

The North Park Neighborhood is the location of Fire Station Number One. This station serves as the Headquarters facility for the Billings Fire Department. It is located at 2305 8th Avenue North and occupies a .74 acre site. It has a combat crew of 8-11 men per shift on duty 24 hours a day. Fire station Number One is the center of all services of the Billings Fire Department. These services include fire prevention, administration, training and fire fighting. The primary service area of this station for fire fighting is Division Street to the Billings Heights and the airport, south to the railroad tracks.

#### CHURCHES

North Park has one church, the United Pentecostal Church located at 824 N. 19th Street.

#### POLICE

The North Park Neighborhood is served by Beat 5 of the Billings Police Department. This Beat is broken down into 5 shifts with one officer on each day time shift and two officers on each evening shift.

Table VI illustrates the total crime that occurred in the neighborhood and the city for 1976. There were 8899 instances of crime reported in the neighborhood, which is 16% of the total reported crimes in the City.

#### COMMUNITY ORGANIZATIONS

There are over 14 community organizations in the North Park Neighborhood providing a wide range of individual assistance, fellowship and recreational opportunities and neighborhood improvement to local residents. Included in these organizations are:

North Park Task Force, Ash, Big Sky Apartments, Billings Sheltered Workshop, Child Development Center, District Youth Guidance Home of Billings, Family Service, Inc., Head Start, Maternal Child Health Nursing Service, Montana Lung Association, Montana Rescue Mission, Sage Tower, Senior Citizens Center, TAISSA, the Urban 4-H Program.

TABLE VI  
CRIME TRENDS 1976  
NORTH PARK NEIGHBORHOOD

	Jan.	Feb.	March	April	May	June	July	Aug.	Sept.	Oct.	Nov.	Dec.	Total 1976
NORTH PARK	693	702	737	717	862	821	722	802	734	758	677	674	8899
BILLINGS	4695	4215	4301	4565	5026	4967	4982	4962	4562	4489	3800	4067	54631
PERCENT OF CITY	14.7	16.6	17.1	15.7	17.1	16.5	14.5	16.2	16.1	16.9	17.8	16.6	16.3

# NEIGHBORHOOD PLAN RECOMMENDATIONS

The goal of the North Park Neighborhood is to maintain and improve the residential and commercial character of the neighborhood by providing decent housing, well defined commercial and industrial areas and a high quality of life for North Park residents.

The following long range neighborhood goals have been developed by the North Park Neighborhood Task Force. These goals are the result of the numerous public meetings since November 1975 that analyzed and proposed various improvements to the neighborhood situation. These goals were then adopted by unanimous vote of the North Park Neighborhood at a public meeting held in the North Park School January 26, 1977.

## LAND USE GOAL

The land use goals of the North Park Neighborhood are intended to (1) maintain a residential character of the area north of Sixth Avenue North and also encourage those commercial establishments south of Sixth Avenue North that are compatible with the surrounding land uses; (2) encourage those light industrial uses that are compatible with the North Park Neighborhood south of Sixth Avenue; (3) residential densities are to be as illustrated on the North Park Land Use Plan. These goals are to be accomplished by the following policies:

- 1) High density residential should be encouraged and concentrated in the southwest corner of the neighborhood close to the Central Business District.
- 2) Most residential land north of 6th Avenue should remain at a density up to, but not greater than that permitted in the (R-6000) zone.
- 3) Minimize conflicts between residences and land uses generating excessive noise, fumes, traffic and otherwise posing a potentially hazardous situation.
- 4) Where potential conflicts exist between residential and more intense land uses, the residential area shall be suitably buffered wherever possible.
- 5) Prevent strip commercial development along arterial corridors.
- 6) Mobile homes should be placed in mobile home courts. Such courts
- 7) House moving shall be carefully controlled in consideration of the concerns set out in the "Logan Ordinance."
- 8) The neighborhood should seek to find a use for vacant lands, through the neighborhood planning process.
- 9) The neighborhood should clean up debris and rubble, demolish severely dilapidated and abandoned structures wherever possible.
- 10) The park land along the Rimrocks should be cleaned up and named Burnstead Park. Development should be limited to "wilderness trails", bikeways and natural environmental character.
- 11) A moratorium on zone changes along 6th Avenue North is encouraged until a transportation and land use study is completed for the corridor.
- 12) Open the alley between North 12th and North 13th Streets.
- 13) Encourage professional office development along 27th Street north of Athletic Field compatible with existing residential uses.
- 14) Encourage residential areas to remain residential and allow only compatible commercial development.

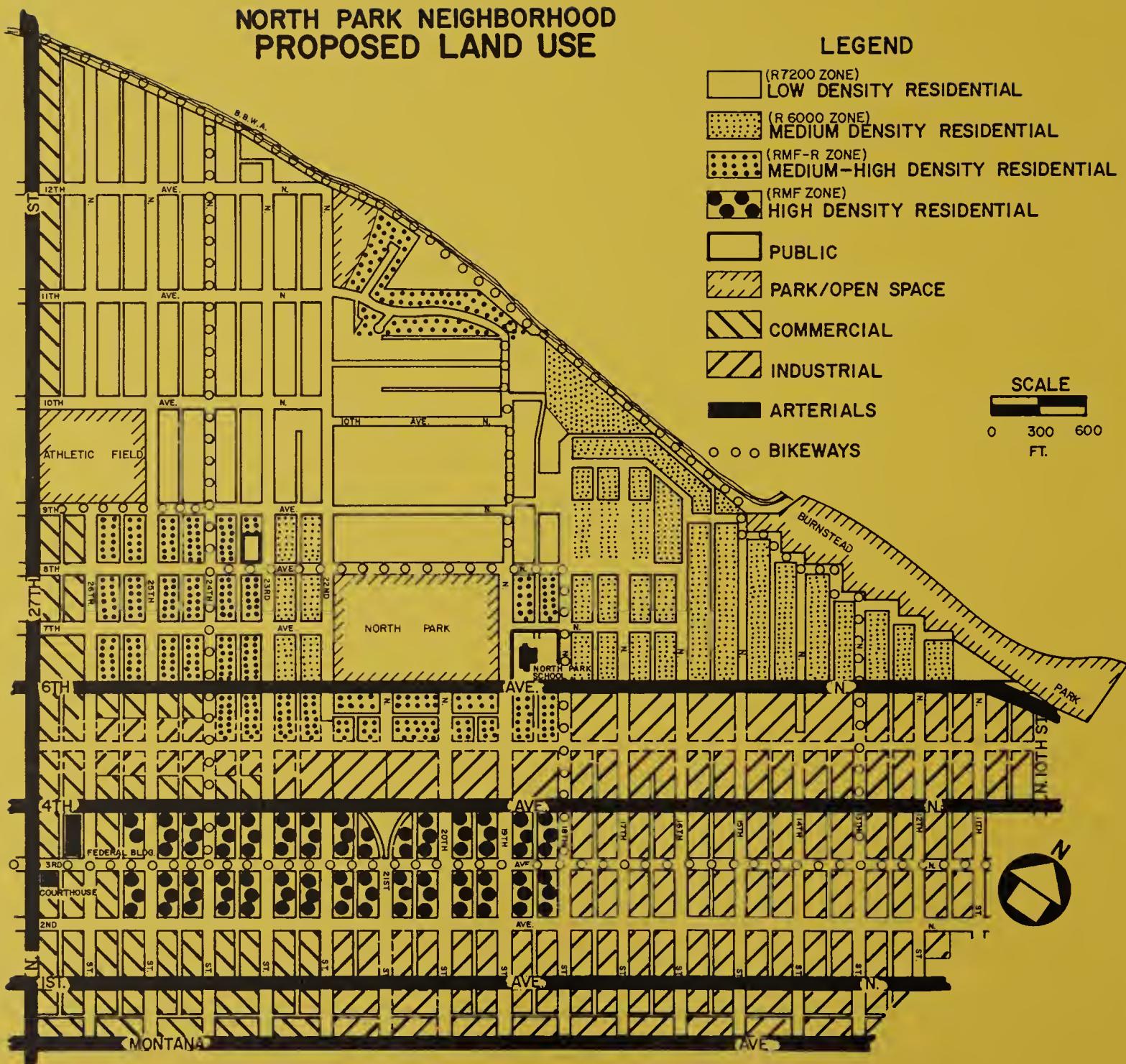
should be thoughtfully designed and landscaped to blend in with the surrounding neighborhood.

## NORTH PARK NEIGHBORHOOD PROPOSED LAND USE

### LEGEND

- (R 6000 ZONE)  
**LOW DENSITY RESIDENTIAL**
- (RMF-ZONE)  
**MEDIUM-HIGH DENSITY RESIDENTIAL**
- (RMF-ZONE)  
**HIGH DENSITY RESIDENTIAL**
- PUBLIC
- PARK/OPEN SPACE
- COMMERCIAL
- INDUSTRIAL
- ARTERIALS
- BIKEWAYS

**SCALE**  
0 300 600  
FT.



## **HOUSING GOAL**

The housing goal is to maintain a residential neighborhood by the following policies:

- 1) The neighborhood should encourage decent, safe and sanitary housing for all income levels.
- 2) Maintain or improve neighborhood "quality".
- 3) Rehabilitation of residential housing should be encouraged wherever appropriate and possible.
- 4) In multi-family developments, attractive open space and landscaping should be encouraged.
- 5) Discourage commercial development in residential areas.
- 6) Encourage new residential development that will provide a variety of housing types.
- 7) All future housing development is to be in compliance with the North Park Land Use Map.
- 8) Develop street lights and curbs and gutters north of 6th Avenue North.
- 9) Ensure that any new development does not take away existing light and air circulation from adjacent structures.

## **TRANSPORTATION GOAL**

The transportation goal of the North Park Neighborhood is to (1) preserve neighborhood integrity by minimizing through traffic corridors (2) enable safe pedestrian movement throughout the neighborhood and (3) effectively buffer residential areas from arterial streets to improve neighborhood character.

These goals can be accomplished by the following policies:

- 1) Minimize conflicts between traffic and residential areas.
- 2) Minimize the transportation and land use problems caused by the railroad tracks in the neighborhood.

- 3) Encourage improvement and expansion of the transit system in the North Park neighborhood. Build transit shelters where appropriate.
- 4) Improve neighborhood circulation patterns on residential and collector streets within the neighborhood.
- 5) Develop an east and west road above 6th Avenue North at the north end of 16th, 15th, 14th 13th and 12th Streets.
- 6) Encourage bikeway development in the neighborhood and community as a whole.
- 7) Provide sidewalks for pedestrians in the neighborhood.
- 8) Treat 6th Avenue, 4th Avenue and North 27th as "special corridors" with policies appropriate to their particular problems and opportunities.
- 9) Pave all unpaved streets.
- 10) Encourage the use of alternate forms of transportation such as mass transit, pedestrian movement and bicycles.



## HISTORIC PRESERVATION GOAL

It is the historic preservation goal of the North Park Neighborhood to retain local history by preservation and rehabilitation of structures with historic significance.

This goal can be accomplished by the following policies:

- 1) Identification of all historic buildings and sites and prepare recommendations for designation of individual landmarks.
- 2) Designate the structure located at North 22nd Street and 6th Avenue North an historic landmark as it was the original fairgrounds building.
- 3) Designate North Park an historic site as it was the original Yellowstone County Fairgrounds.
- 4) Designate the site of the Federal penitentiary as an historic site.
- 5) Other historic places and sites.

## EMPLOYMENT GOAL

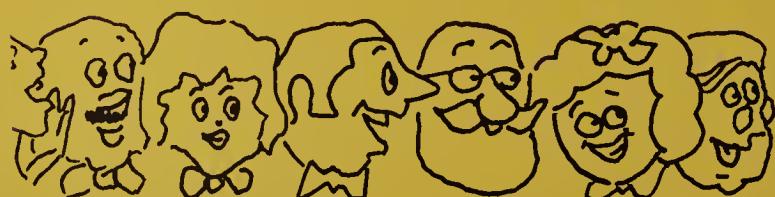
The employment goal of the North Park neighborhood is to encourage employment opportunities that would fill the needs of the North Park residents.

- 1) Encourage employers to locate their business in areas designated commercial and industrial on the North Park land use plan.
- 2) Utilize the neighborhood volunteer work force as much as possible in neighborhood rehabilitation projects.
- 3) Encourage the development of business and professional offices compatible with existing residential uses along both sides of N. 27th Street above 10th Avenue North.

## URBAN DESIGN GOAL

The urban design goal of the North Park neighborhood is to maintain neighborhood identity and to improve the quality of life by:

- 1) The completion of a study for the 4th and 6th Avenue North corridors as soon as possible. The study should consider such urban design questions as the relationship and impact of an arterial on existing development, appropriate land uses for future development, buffers and other improvements, visual considerations, as well as specific transportation considerations such as right-of-way setbacks, curb cuts, etc.
- 2) The east end of the neighborhood, north of 6th Avenue North, should be improved and upgraded to encourage nice residential development. Further study should be undertaken to determine appropriate and necessary improvements in this area.
- 3) The east end of the neighborhood, south of 4th Avenue North, should be studied further to resolve problems of mixed land uses, particularly the commercial/industrial conflict with residential.
- 4) Incorporation of historic sites into future redevelopment plans.
- 5) Encourage beautification and general upgrading of both sides of North 27th Street and 6th Avenue North through landscaping projects, sign control, and a general clean up of property.
- 6) Encourage solutions to minimize the railroad tracks as a barrier between the neighborhood and other sections of the city.



## **ENVIRONMENTAL QUALITY GOAL**

It is the goal of the North Park Neighborhood to improve the environmental quality of the area. This can be achieved by the following policies:

- 1) Encourage only "clean industry" and quiet commercial development to locate into the neighborhood.
- 2) Encourage a reduction of the dependency upon private automobiles by increasing the availability of public transit and employment opportunities within a reasonable walking distance of residential areas, and development of a bikeway system.
- 3) Encourage commercial development that does not produce noise, foul odors, air pollution or other detrimental effects on the environment.
- 4) Clean up and beautify the North Park Neighborhood.
- 5) Encourage the sewage treatment plant to eliminate odors originating from their facility.
- 6) Maintain a healthy, well kept tree population in the North Park Neighborhood.

## **COMMUNITY FACILITIES GOAL**

The community facilities goal for the North Park Neighborhood is to provide adequate facilities to recreation, neighborhood functions, and social services within the neighborhood. This can be accomplished by the following policies:

- 1) North Park should be retained as the center of neighborhood activity.
- 2) The master plan for North Park should be followed to rehabilitate park facilities.
- 3) Keep Athletic Park skating rink in operation.
- 4) Purchase land on the east side of 22nd Street, north of Burnstead Drive for open space and open play area.

- 5) A community center should be developed, located within the North Park, incorporating neighborhood meeting areas, a kitchen, rest room, etc.
- 6) Transit shelters, combined with mini-parks if appropriate, should be developed.

## **SOCIAL FACTORS GOAL**

The overall goal of the neighborhood is to renew the North Park area into a neighborhood that its residents can be proud of.

This can be achieved by the following policies:

- 1) Encouragement of all economic and age groups into the North Park Neighborhood.
- 2) Encourage the provisions of recreation facilities, housing and employment opportunities for all age groups and economic levels.
- 3) Provision of an all weather community center for neighborhood meetings, youth activities, senior citizen activities and other social functions.



NORTH PARK

# ONE YEAR DEVELOPMENT PLAN

The following are recommended for implementation during 1977-1978 and are listed in order of priority.

## RECOMMENDATION

1. Completion of North Park Community Center including equipment and furnishing
2. Construction of a sidewalk along N. 19th Street from Burnstead Dr. to 6th Ave. N.
3. Storm sewer on 12th Ave. N. between N. 23rd and 26th Streets to eliminate water seeping into homes.
4. Neighborhood tree trimming and topping program.
5. Street lighting starting at N. 12th St. and proceeding west as far as funding allows.
6. Reopen the alley between 12th and 13th Streets above 6th Avenue North.
7. Grant money to be allocated to selected housing rehabilitation loan applicants.
8. Allow moderate income landlords to use housing rehabilitation loan program.
9. Paint for house painting program.
10. Clean-up and name the undeveloped park land below the rims "Burnstead Park".
11. Implement proposed land use plan.
12. Promote a code for rental property dealing with health standards, safety, rent levels.
13. Corridor study for 6th Ave., 4th Ave. and North 27th St.
14. Continue demolition program
15. Adopt house moving ordinance as proposed by the Logans.

## PRINCIPAL IMPLEMENTING AGENCY OR GROUP

- Planning Board, Neighborhood Task Force, Community Development Office
- City Engineering Department
- City Engineering Department
- Community Development
- City Engineering Department
- City Engineering Department
- Community Development and Housing Authority
- Community Development and Housing Authority
- Community Development Department
- Park Board, Neighborhood Task Force
- City-County Planning Board  
Neighborhood Task Force
- Neighborhood Task Force  
Building Department  
City-County Health
- City-County Planning
- Community Development
- Building Department  
City Council

# FIVE YEAR DEVELOPMENT PLAN

The following recommendations are for the purpose of implementing the North Park Neighborhood Plan over a five year period. These recommendations are listed in order of priority.

<u>RECOMMENDATION</u>	<u>PRINCIPAL IMPLEMENTING AGENCY OR GROUP</u>
1. Construction of adequate street lighting throughout the residential areas of the neighborhood.	City Engineer Community Development Office
2. Construction of curb, gutter and sidewalks from N. 12th Street to N. 18th Street above 6th Avenue.	City Engineer Community Development Office
3. Construction of a road from N. 12th to N. 16th Streets, north of 8th Ave. N. to provide local access into the area.	City Engineer, Community Development Office
4. Implement the North Park Master Park Plan.	Park Board
5. Acquisition, for park purposes, the Slaughter property which is a vacant parcel of land east of N. 22nd St. and North of Burnstead Dr.	Park Board
6. To protect Athletic Park swimmers and enable more hours of public swimming, develop screening around the baseball field to contain wild baseballs, public address system installed at pool.	Park Board
7. Continuation of the housing rehabilitation and demolition program.	Community Development Office
8. Implementation of the proposed North Park Land Use Plan.	City-County Planning Board, Neighborhood Task Force

## **PLAN IMPLEMENTATION**

This plan is intended to guide the redevelopment and growth of the North Park Neighborhood. It is beyond the scope of the plan to propose, in detail, specific methods of implementation. The Billings City Council and groups such as the Neighborhood Task Force must be the decision makers in making plan proposals a reality. The City of Billings Community Development Department does have funds available for neighborhood improvements projects.

The City Community Development Office serves as program administrator and a funding agency for activities eligible for assistance under the Housing and Community Development Act of 1974.

"The primary objective of the Housing and Community Development Act is the development of viable urban communities by providing decent housing and a suitable living environment and expanding economic opportunities, principally for persons of low- and moderate-income. This objective is to be achieved through elimination of slums and blight and detrimental living conditions, conservation and expansion of housing and housing opportunities, increased public services, improved use of land, increased neighborhood diversity and preservation of property with special values."

Community Development Act funding is a means by which designated areas such as the North Park Neighborhood may achieve needed funding for neighborhood improvement programs and the implementation of portions of this plan.

The Billings-Yellowstone City-County Planning Board, the City Zoning Commission, and City Council have the responsibility for land use decisions and would be directly involved, along with the neighborhood residents, in making the land use proposals within this plan a reality.

## ANNUAL REVIEW

The Neighborhood Plan will be reviewed by the City-County Planning Board, the North Park Task Force and other interested groups on an annual basis. If revisions are necessary then these shall be approved by the North Park Neighborhood Task Force and completed by the City-County Planning staff.

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6. Master Plan Billings Logan International Airport, CTA Architects, Engineers 1975



CITIZEN INPUT

## NORTH PARK NEIGHBORHOOD TASK FORCE

The Billings-Yellowstone City-County Planning Board wishes to thank the North Park Neighborhood Task Force for their participation in the development of this plan. Eighteen months of hard work, night meetings, weekend projects and good times have been spent by the Task Force in their commitment to making North Park a better place to live.

Members of the South Park Neighborhood Task Force who assisted in the preparation of this plan are:

Dorcas Curtiss, Chairman  
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Agnes Davison - Historian  
Don Davison  
Joan Hurdle  
Robert Kelleher  
Ray Logan  
Ethel McDermott  
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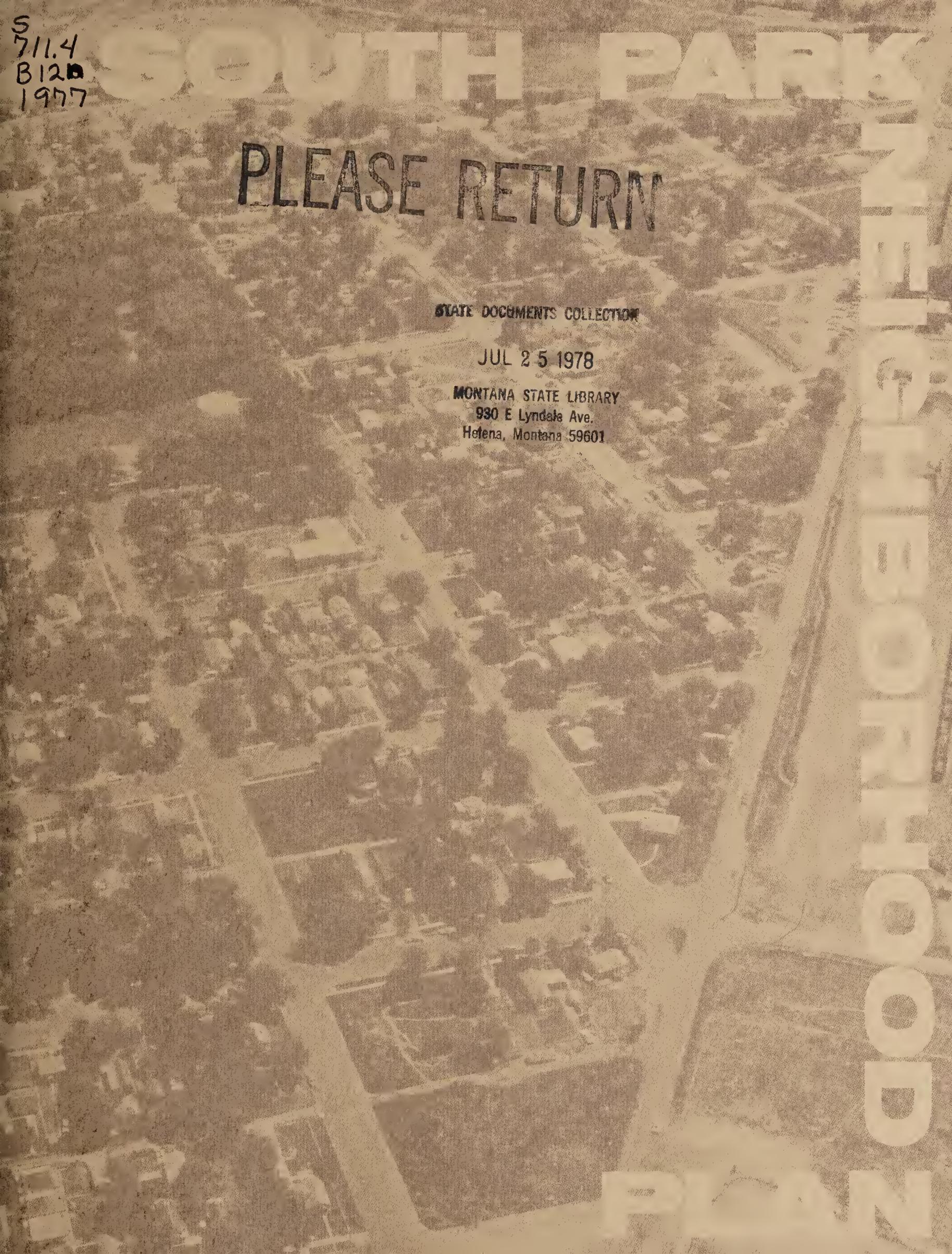








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COMMUNITY DEVELOPMENT BLOCK GRANT.



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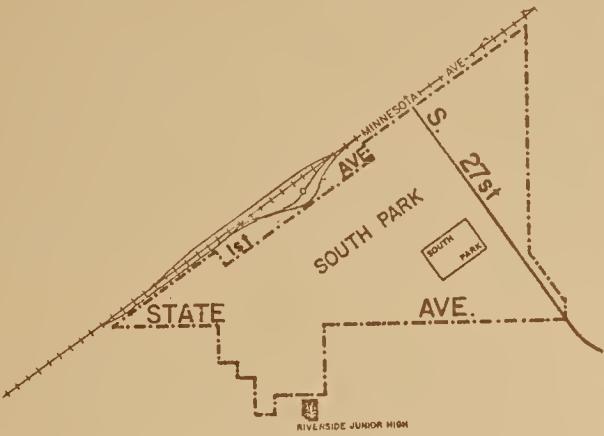
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# SOUTH PARK NEIGHBORHOOD

PREPARED BY  
THE SOUTH PARK NEIGHBORHOOD TASK FORCE  
AND THE  
BILLINGS-YELLOWSTONE  
CITY-COUNTY PLANNING BOARD  
JUNE, 1977



# PLAN



## INTRODUCTION

This is the plan for the South Park Neighborhood. The neighborhood is bounded by the Burlington-Northern Railroad tracks on the north, State Avenue on the south, and the City limits on the east. There is a ten block area south of State Avenue bounded by Washington Avenue on the east, Madison Street on the south and Van Buren Street on the west that is also included in the neighborhood. The Billings-Yellowstone City-County Planning Board and the Billings City Council has designated the South Park Neighborhood as a neighborhood planning area. It has also been designated as a target area for neighborhood rehabilitation funding from the Billings Community Development Department. This decision was based on the following factors:

1. Low income level of the residents
2. High percentage of elderly residents
3. Advanced age of the housing stock
4. High proportion of renters
5. Lower home value in comparison to other areas of Billings

The South Park Neighborhood represents a valuable resource for the City of Billings. It provides housing close to the Central Business District and major transportation routes; it supplies low and moderate priced housing to the City; it contains areas adjacent to the Central Business District that are

prime locations for rehabilitation or rebuilding into residential and commercial developments; and finally the South Park Neighborhood includes South 27th Street, the only entrance and exit from downtown Billings to Interstate Highway 90.

There are many existing and potential problems within the South Park Neighborhood. Much of the housing was constructed prior to 1939 and is showing its age. The area is divided by South 27th Street, a major transportation route. In some locations land uses are changing from residential to commercial and industrial uses resulting in many incompatible land use situations. Much of the area east of South 27th Street and south of South Park is lacking urban amenities such as sidewalks, curbs and gutters and adequate street lighting.

Until recently there has been no strong organized leadership in the neighborhood to identify and find solutions to these growing problems. During November 1975 the South Park Neighborhood Task Force was established by local residents, the Billings-Yellowstone City-County Planning Board and the Billings Community Development Department to find solutions to these and other neighborhood problems. The Task Force is comprised of residents of the neighborhood who meet on a regular basis to discuss the problems of their area. They are focusing their attention on land use and zoning, public facilities, transportation, housing and new development, (both private and public) in and adjacent to the neighborhood. They have input into local zoning decisions, are active in neighborhood rehabilitation projects, provide valuable assistance in the allocation of Community Development funds within their neighborhood, and have played a big role in the preparation of this plan.

The major goal of the City for the South Park Neighborhood is the improvement of a strategically located and historically significant residential community.

It is hoped that this Neighborhood Plan will become a focal point around which the neighborhood will organize itself and gain a stronger sense of identity. This Neighborhood Plan is a tool that can be used to guide decisions in the solution to neighborhood problems.

The South Park Neighborhood Plan consists of this text and accompanying "Proposed Land Use Map." Detailed information about socio-economic characteristics, land use and zoning, public facilities and transportation upon which the plan is based, may be obtained from the Billings-Yellowstone City-County Planning Board.

## PURPOSE

The South Park Neighborhood Plan provides an official guide to new development and redevelopment of the neighborhood over the next five years for the use by the City Manager, the Billings-Yellowstone City-County Planning Board, City Council, Mayor and other organizations such as the neighborhood task force that are concerned with neighborhood improvements. The Plan also provides an action program by identifying resources that meet neighborhood needs. Utilizing the process of City-Neighborhood collaboration in the preparation of the Neighborhood Plan, it is expected that the City and South Park residents will work together towards plan implementation.

The Plan is intended to promote an arrangement of land use, circulation, and services which will contribute to the economic, social and physical health, safety, welfare and convenience of the neighborhood, within the larger framework of the City. It is further intended to guide the development and change in the neighborhood to meet existing and anticipated needs and conditions, to contribute to a pleasant environment, to reflect economic potentialities and limitations, to guide development, and to protect investment to the extent reasonable and feasible.

The Plan is not an official zoning map and, as a guide, does not imply any implicit right to a particular zone or to the land uses permitted therein. Changes in zone are considered under a specific procedure established under the City Zoning Ordinance for the City of Billings, Montana.

#### Goals of the Plan

1. The housing goal is to maintain the residential character of the neighborhood by preserving existing sound residential areas and encourage the development of new housing units in appropriate areas.
2. The land use goals of the neighborhood are: (1) maintain a residential character, (2) encourage a more intense residential land use and (3) encourage non-residential development when compatible with the existing land use.
3. The transportation goals of the neighborhood are: (1) preserve neighborhood integrity by minimizing through traffic corridors, (2) enable safe pedestrian movement from arterial streets to improve neighborhood residential character.
4. The urban design goal of the neighborhood is to maintain neighborhood identity and improve the quality of life.
5. The community facilities goal is to provide adequate facilities for recreation, neighborhood functions and social services within the neighborhood.
6. The historic preservation goal is to retain local history by preservation and rehabilitation of structures with historic significance.
7. The employment goal of the neighborhood is to encourage employment opportunities that would fill the needs of the residents.

8. The environmental goal is to improve the environmental quality of the neighborhood.
9. The social goal is to renew the South Park area into a neighborhood that its residents can be proud of.

## THE PLANNING PROCESS

A meaningful way to approach planning is as a process - an organized way of thinking about the future. The neighborhood planning process consists of making surveys, analysis and projections; defining problems; setting goals and objectives; formulating alternative ways to reach objectives; choosing those outcomes and updating goals and methods.

Planning is done consciously as well as unconsciously. The lack of formal plans usually indicates that the city is planning on a day-to-day, crisis-to-crisis basis, while the city with a long term neighborhood plan attempts to foresee its problems and solve them before they reach crisis proportions.

In order to develop a meaningful neighborhood plan, citizen participation, understanding, and support are necessary ingredients. The South Park Neighborhood Task Force has played a vital role in the neighborhood planning process. Providing a great deal of information and accepting the responsibility of being a spokesman for the neighborhood, the Task Force has given the neighborhood plan a high degree of accuracy and reality.

Bearing in mind that actions of public and private groups over a period of years actually determine the course of the community's development, the most useful purpose that a neighborhood plan can serve is to establish guidelines for policy determinations.

## Neighborhoods Within the City

Growing cities such as Billings are inevitably faced with problems related to the need to maximize individual benefits and choice while making the city more liveable. Resolution of these interrelated problems requires a continuing effort that involves assessment of neighborhoods and their relationship to the city as a whole, and the individual's role in an extremely complex and rapidly changing society. The solution to neighborhood problems can be obtained only by a shared responsibility between the individual, neighborhood and city government.

The multitude of complex influences effecting individual neighborhoods in Billings must be closely studied in the process of neighborhood planning to determine what can be done to improve the quality of life in our neighborhoods. Conditions and needs must be thoroughly analyzed to identify local problems. Some of the areas of concern in which action may be needed or desired include the improvement of housing; utilities; streets and transportation systems; public facilities such as schools, parks and community centers.

## **What is a neighborhood plan?**

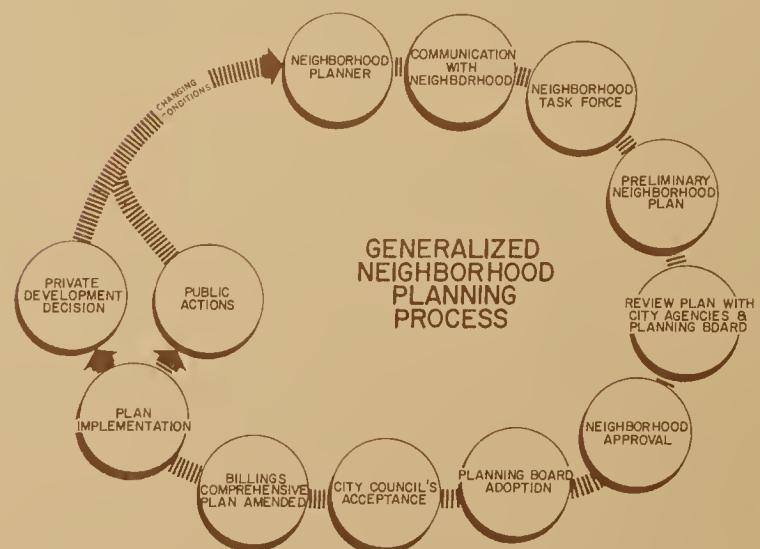


The Neighborhood Plan

Neighborhood planning is a means of encouraging meaningful citizen participation in planning at the neighborhood level. The underlying assumption of the program is that interested and informed neighborhood residents can plan their own local environment as they might plan ahead for their own family activities or budget their income. Neighborhood planning is a method of updating and revising the long range City Comprehensive Plan, neighborhood by neighborhood, to reflect the desires of the local residents.

Neighborhood planning can provide for the planning of neighborhood streets, schools and parks as well as other public facilities. It can aid in designating land use zones for residential, commercial and industrial development within the neighborhood.

Neighborhood planning must also devote attention to identifying current problems and issues, establishing priorities, formulating action programs for physical improvement of neighborhoods. The task force has done much to identify problems, present ideas and alternative solutions and participate in physical improvements of the neighborhood. The City-County Planning Office serves the task force by acting as technical consultant; as a source of background information; as a liaison between the neighborhood and public agencies that might be involved; and as a source of information about federal, state and local programs that may be available to implement physical improvement programs.



With approval of the Neighborhood Plan by the City-County Planning Board and

the Billings City Council, the Plan will become a detailed addition to the City's Comprehensive Plan.

## NEIGHBORHOOD HISTORY \*

Although treeless and barren, what is now the South Side of Billings developed rapidly as the area in which a large part of the new town of Billings was originally plotted.

The South Park area can be proud of many things that are unique to them:

\*Old stage coach routes ran between Canyon Creek and Coulson following the river.

\*The Steamboat Josephine tied up south of town.

\*The horse drawn street car that ran from Billings to Coulson.

\*An early southside department store was the largest in town.

\*Some of the finest homes are located in the neighborhood.

\*The first school in the Billings area was located in the southside near the river.

\*South Park was the first City park and features the first swimming pool in Billings.

\*The second school house was on the South Side.

Stand on the highest point of Kelly Mountain, squint your eyes as does the artist when assessing his view, and look across the Valley of the Yellowstone of a century or more ago.

Huntley was already established to the east and Canyon Creek town to the west. The most unlikely site for a town was the site of Billings. A much better location was Coulson which controlled the ford of the river, and later the ferry, and was on the direct route for the Indians and furtraders who passed from the north to the south.

Although Coulson was an ideal place for a town - already having stores, a sawmill, a newspaper, stage stop, and a hotel - the railroad failed to make stops there. The Railroad came into a new town that was first known as Tent town because of

the tar paper and canvas dwellings. Coulson continued for some time then gradually moved up to what is now Billings.

When Billings began in 1882, the first permanent buildings were mostly shacks with tar paper covering. A group of businessmen joined together and formed the Montana Minnesota Land and Improvement Company naming the two main streets Montana and Minnesota. They brought water from the Yellowstone River via a canal which enters the river near Young's Point. Water was carried to homes in a water wagon and sold by the barrel or else carried from the river or the canal. In 1885 the red brick pumping station was built on the south-side.

### The Fire Department

P.H. Smith, the founder of the Smith Funeral Home and former Mayor of Billings, ran a livery. His business was located on North Twenty-Seventh between Montana and First Avenue. This was the logical place to keep the fire equipment and house the horses.

The first fire fighting group was the "Volunteer Hook and Ladder."

In 1888 the Mayor and the fire department had a disagreement and the Mayor disbanded the fire department. The \$4000 from this disbandment was added to the school fund to help build the North Park School.

The Maverick Hose Company came into existence about 1892. It was a promoter of high society and gave outstanding balls and parties. In 1911 the second fire station of red brick was built on First Avenue South and Thirteenth St. It was a motorized station complete with a sliding pole and regulation garments and boots. The second floor was divided into two parts. One was a dormitory for the men and the other was an apartment for the chief and his family.

\* Written by: Helen Adams, South Park Neighborhood Task Force Historian

## South Park

About 1913 the South Park was constructed for the recreational pleasures of the people of Billings. This was the first city park in Billings and later contained the city's first municipal pool.

People from out of town who found business bringing them to Billings were pleased to find the shady park to eat lunch and enjoy a rest.

## Early South Park Businessmen

Enterprising businessmen organized the Billings Street Railway Company with a capital of \$4,000 and built the first street railway in Montana. It was two miles long and took 12 minutes to ride from Billings to Coulson. The cars were horse drawn. The ride began at 29th and Minnesota Avenue, followed the tracks to 22nd Street and then turned south.

Christian and Peter Yegen established the Yegen Block, extending on Minnesota Avenue from 29th Street to 28th Street. Christian originally opened a bakery in Coulson. Later they opened a bakery in Billings. They baked in the morning, then peddled their wares in the afternoon. Soon they added a few groceries and built a structure two stories high for a larger store. In 1883 they added hardware and dry goods and once again extended their building.

In 1890 they built a cold storage plant and opened the First Savings Bank in Billings. Their main business activities were all located in the southside along Minnesota Avenue. Other activities of the Yegen Brothers were the plotting of two additions to the City; Christian serving as Mayor; and in 1894 serving on the State Legislature.

T.A. Gildsdorf came to Montana with the Northern Pacific and established a butcher shop in Coulson. Later he moved his business to Billings along Minnesota Avenue. He had a salesroom, a sausage room, cold storage and later added fancy canned goods and many brands of pickles.

The largest general store was that of P.W. McAdow known as Bud McAdow. It was on the corner of 27th St. and Minnesota. In 1906 the Sugar Factory was built. It is an important industry for the South Park Neighborhood.

## Fine Homes

The two outstanding homes in the South-side were those of Peter and Christian Yegen. Each was a large brick house with carriage houses and occupied an entire block. The Chris Yegen landscaping included a knoll with a summer house that was a delightful temptation to the local children.

The land around both houses was later sold for building lots. The Christian Yegen home was once a nursing home and is now a private residence. Peter Yegen's home is now a home for the sisters of Little Flower Church.

The T.A. Gildsdorf house is located on 28th between First and Second Avenues South. It is a wood frame building that has been left as originally designed. It is still occupied by members of the Gildsdorf family.

## Schools

In 1879 the first school of this area was held in a little log cabin located along Yellowstone River and owned by O. N. Newman. It was ten by twelve feet, with a window at each end of the structure.

Montana Territory had not yet made provision for educating its children. The school was maintained by subscription, each parent providing his share of the expenses. One child lived in Coulson and one boy lived with his uncle, Bill Brockway, at Canyon Creek. Twelve children in all attended this first term. The first teacher was a rancher who had a good education in Missouri and offered to teach.

The first school in Billings was a log cabin located about where Coles Department Store now stands. It burned and later a school known as the School House was built.

By 1893 the rapid growth of the town soon called for the construction of an additional brick school. It was named the Washington School and was located on First Avenue South between 29th and 30th Streets.

It was a four room, two story building with a basement. Later the Garfield was built and the older children plus the kindergarten were housed there. Garfield originally was three stories with a bell tower. The bathrooms were all in the basement. Each floor had classrooms with windows on two adjacent sides. The kindergarten was in the basement.

#### Churches

By 1883 the Congregational Church was holding meetings and later built a church. The Episcopal Church came in first as a mission but soon built a neat frame church on the corner of South 29th Street and First Avenue South.

The Christian Church came and built on their present location. But two years later Rev. Mr. Maples left the church and organized his own congregation. This group had a long and outstanding place in the south side.

Peter Yegen, Jr. (always an influence for the South Park area) had an organization for teenage boys known as the PY Club. Elderly men still recall the activities that Peter Yegen led; bicycle trips, games, hikes, contests, marching drills and gatherings. Then on Sunday morning young Peter and his boys occupied the front pews of the Community Church.

Another early church on South 36th and Fourth Avenue was called the German Russian Congregational Church.

The South Park Neighborhood holds most of the early story of Billings. It is hoped that this historical sketch of the neighborhood will give some insight into the past and help in making future decisions that effect the area.

## NEIGHBORHOOD ANALYSIS

The South Park Neighborhood (Census Tract 3) is comprised of 535 acres of land and approximately 5000 population.

South Park faces the problem of being separated from other areas of Billings by the Burlington-Northern Railroad tracks and being split by 27th Street into two entirely different sectors. The eastern portion of the neighborhood being closer to commercial and industrial uses faces serious problems in attempting to retain a residential character. All 1970 figures are taken from the U.S. Census, 1975 figures are from R.L. Polk Co. and 1980 figures are projections of the Billings-Yellowstone City-County Planning Board.

#### POPULATION

Since 1970 the population of South Park has experienced a steady decline. During 1975 approximately 4868 residents lived in the neighborhood; this represents a 7.7% population reduction from the 1970 level of 5243.

The City-County Planning Board has estimated that neighborhood population will increase to 5830 by 1980, an increase of 11% over the 1970 population. This is based in part on renewed interest in multi-family residential construction in the neighborhood and an increasing number of single family residences that are being converted to multi-family structures.

A significant shift in age composition can be seen in the neighborhood. It appears that there has been a reduction in the number of younger families or families with children. This may be attributed to a number of factors. Since 1970, enrollments at Taft and Orchard Elementary schools have declined 13% while the City as a whole has experienced a decline of 2%. Another factor is a substantial increase in the number of retired heads of households, from 7% in 1970 to 35% in 1975.

## MINORITY POPULATION

The South Park Neighborhood has a 1970 minority population of approximately 443 residents, 8.4% of the total neighborhood population. The Mexican-American population comprises 338 residents or 6.42% of the neighborhood. The Black population is 105 residents, or 2% of the neighborhood.

## SOCIO-ECONOMIC CHARACTERISTICS

The South Park Neighborhood is the oldest section of Billings. The socio-economic characteristics of the neighborhood have gradually changed as the resident population has evolved. Some trends can be identified in determining the direction the neighborhood is going.

Income has increased in the neighborhood in recent years when compared to city-wide trends. Mean family income rose from \$5663 in 1970 to \$10,004 in 1975. During that same period, however, the City mean climbed from \$10,626 to \$13,290. The significant point is that even though the City had a 25% increase in income over the last five years the neighborhood had a 77% increase. Other trends that tend to reinforce this substantial increase in family income are that female heads of households have declined from a 1970 level of 20% to 8% of the families in 1975. Also Social Security benefits have seen a substantial increase. From 1970 to 1975 the average benefit has increased about 50% giving a neighborhood such as South Park with 35% of its residents retired a significant increase in spendable income.



SOUTH PARK NEIGHBORHOOD - EAST OF SOUTH 27th ST.

TABLE I  
NEIGHBORHOOD CHARACTERISTICS  
SOUTH PARK NEIGHBORHOOD

POPULATION			
	SOUTH PARK	CITYWIDE	% OF CITY
1970	5243	61,581	8.5%
1975	4868	72,700	6.7%
1980	5830	78,282	7.4%
FAMILY INCOME PER YEAR			
1970	\$ 5,663	\$ 10,626	56.0%
1975	10,004	13,290	75.0%
PERSONS BELOW POVERTY LEVEL			
1970	31.0%	9.0%	344%
HOUSING UNITS			
1970	2338	20,013	7.9%
1975	2124	22,144	9.4%
1980	2533	34,200	12.5%
PERSONS PER HOUSEHOLD			
1970	2.2	2.9	76.0%
1975	2.3	3.3	67.0%
1980	2.3		

## LAND USE AND ZONING

The South Park Neighborhood consists of approximately 534.7 acres. 210.8 acres are used for streets, 39.1 acres have been developed into commercial uses, 45.3 acres are vacant, 23.4 acres are public, and the remaining 216.1 acres are used for residential purposes.

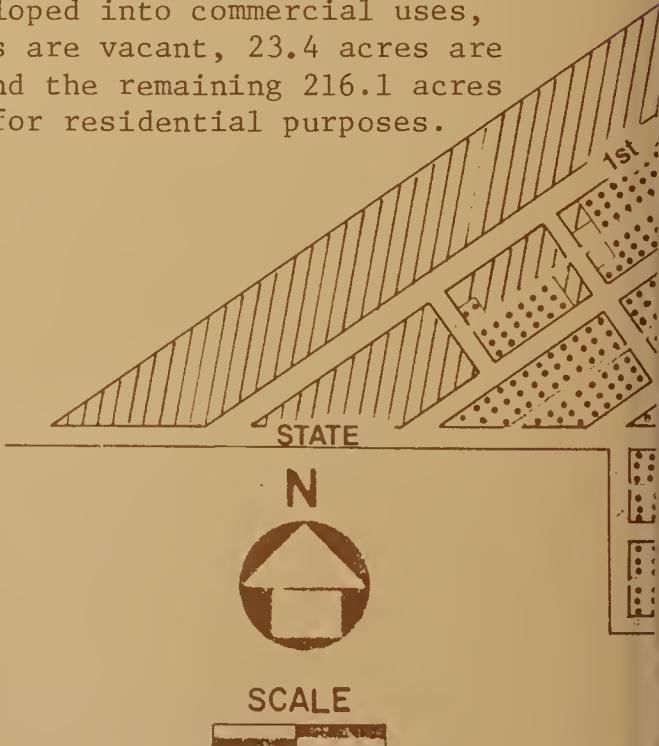
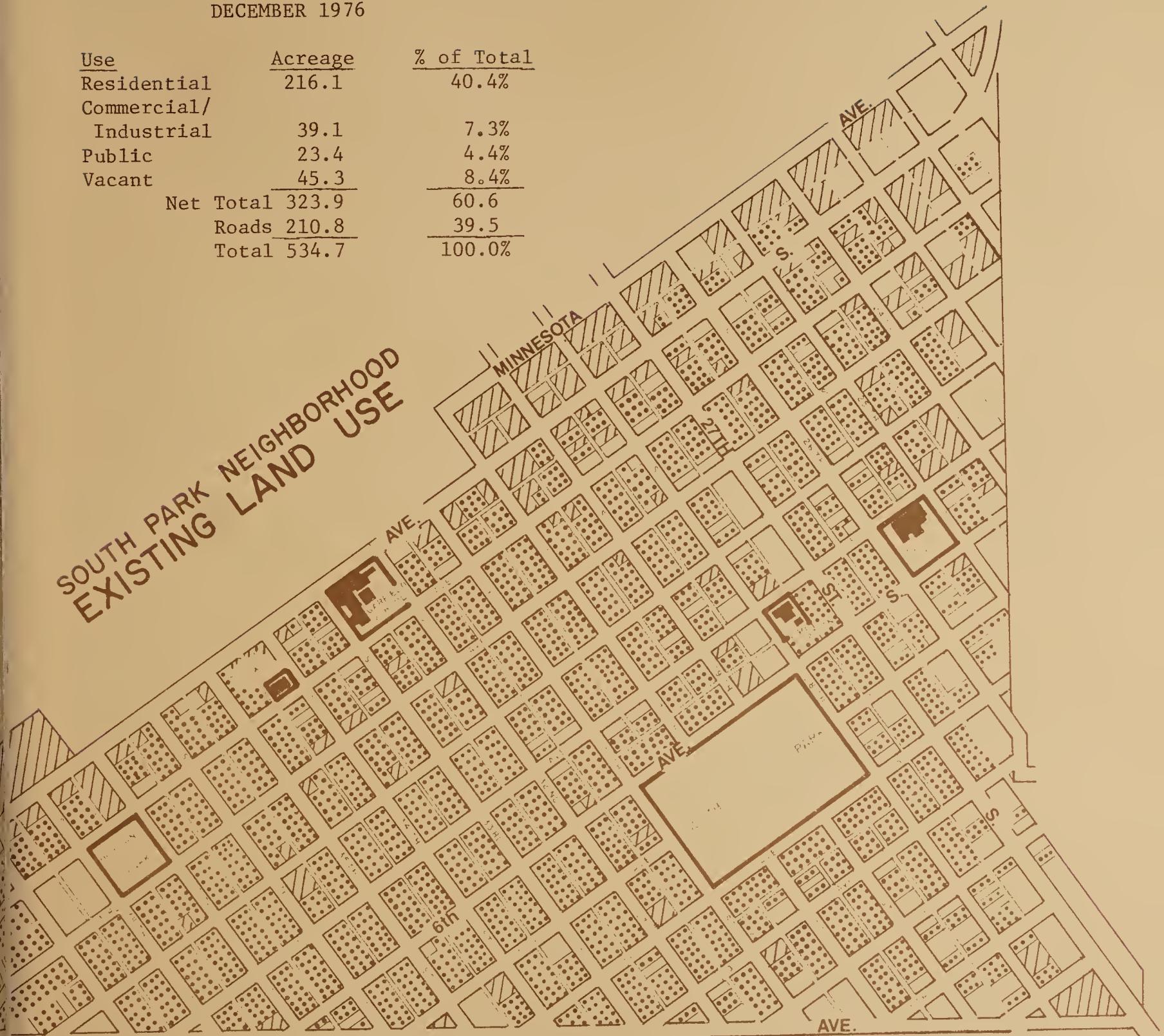


TABLE II

SOUTH PARK NEIGHBORHOOD  
EXISTING LAND USE  
DECEMBER 1976

Use	Acreage	% of Total
Residential	216.1	40.4%
Commercial/ Industrial	39.1	7.3%
Public	23.4	4.4%
Vacant	45.3	8.4%
Net Total	323.9	60.6
Roads	210.8	39.5
Total	534.7	100.0%

SOUTH PARK NEIGHBORHOOD  
EXISTING LAND USE



## LEGEND

- [Symbol: White square] VACANT
- [Symbol: Solid black rectangle] PUBLIC
- [Symbol: Dotted pattern] RESIDENTIAL
- [Symbol: Diagonal hatching] COMMERCIAL-INDUSTRIAL

The most extensive land usage in the neighborhood is residential, utilizing 216.1 acres, with approximately 85% (184 acres) of that area developed as single family dwelling units. There are 194.1 acres of land that have actually been zoned for residential uses, the remaining 22 acres are zoned for other uses. Most of the residential land lies west of South 25th Street between First Avenue South and State Avenue. The area in proximity of Taft School is characterized by older residential development and a large amount of vacant land.

Commercial and industrial zoning consists of 107 acres of which only 39.1 are so used. These land uses occur mostly north of 2nd Avenue South and east of South 25th Street. Much of the remaining acreage lies vacant or in residential use. This situation tends to encourage spot commercial development in a random fashion.

The residential nature of this area could be restored with the development of additional housing units and general neighborhood clean-up.

Public uses and vacant land account for approximately 12.8% of the neighborhood's total usage. The former consists of Fire Station Number 2 and park land. Vacant land is scattered throughout the South Park area in no definite pattern but there are large vacant developable parcels capable of major impact east of South 27th Street and along both sides of South 27th Street.

#### ZONING

City Ordinance No. 3797 established zoning regulations for the City of Billings. "The purpose of zoning is to promote the health, safety and general welfare of the community by regulating the height and size of buildings and structures, the percentage of lots that may be occupied, the size of yards and open space, the density of population and the location and use of buildings, structures and land for trade, industry, residence, or other purposes within the City limits".

The South Park Neighborhood contains a variety of zoning classifications. These classifications set forth the type of development that may take place in the neighborhood.

#### R-6000 Residential 6000

Primarily a single-family district with adequate plot areas required and including the customary accessory and secondary uses plus providing provisions for multi-family dwellings with a maximum of eight units.

#### RMF Residential Multi-Family

A residential classification intended to provide adequate sites for multi-family developments including high rise apartment complexes. Dwelling unit density is increased in this classification to encourage development in areas where it will complement existing developments. Land within the classification should be located with access to major arterial transportation routes plus financial, cultural, and retail centers.

#### RMF-R Residential Multi-Family Restricted

A residential classification intended to provide adequate sites for multi-family developments, plus accessory and secondary uses. The classification is intended to provide a higher density apartment development, to permit suburban apartments adjacent to secondary focal points of the city, such as outlying business areas, or to establish a buffer between single family residence areas and other zoning classifications.

#### NCL Neighborhood Commercial Limited

Primarily the NCL Classification is a personal service, convenience retail district, limited in size of development and land area. It should be located on traffic arteries where it can be compatible with adjoining residential development.

## NC Neighborhood Commercial

Primarily a neighborhood commercial classification intended to accommodate shopping facilities consisting of convenience retail and personal service establishments which secure their principal trade by supplying the daily needs of the population residing within a  $\frac{1}{2}$  mile radius of such neighborhood facilities. Only uses serving the above purpose without undue detriment to surrounding residences should be permitted. The location and quantity of land with the N.C. Zone should be a Business Island not more than four acres in size and that no business frontage should extend more than 600 feet along any street.

## CC Community Commercial

The Community Commercial classification is primarily to accommodate community retail, service and office facilities offering a greater variety than would normally be found in a neighborhood or convenience retail development. Facilities within the classification will generally serve the area within a  $1\frac{1}{2}$  mile radius, and is commensurate with the purchasing power and needs of the present and potential population within the trade area. It is intended that these business facilities be provided in business corridors or in islands (30 acres) centrally located in the trade area rather than a strip development along arterials.

## HC Highway Commercial

The purpose of the Highway Commercial district is to provide areas for commercial and service enterprises which are intended primarily to serve the needs of the tourist, traveler, recreationist or the general traveling public. Areas designated as Highway Commercial should be located in the vicinity of, and accessible from freeway interchanges, intersections on limited access highways, or adjacent to primary or secondary highways. The manner in which the services and commercial activities are offered should be carefully planned in order to minimize the hazard to the safety of the surrounding community and

those who use such facilities.

## CI Controlled Industrial

A controlled industrial classification is intended primarily to accommodate a variety of business, warehouse and light industrial uses related to wholesale plus other business and light industries not compatible with other commercial zones, but which need not be restricted in industrial or general commercial zones, and to provide locations directly accessible to arterial and other transportation systems where they can conveniently serve the business and industrial centers of the city and Midland Empire.

## HI Heavy Industrial

A district intended to accommodate manufacturing, processing, fabrication and assembly of materials and products. Areas designated as heavy industry should have access to two or more major transportation routes, and such sites should have adjacent space for parking and loading facilities.

## P Public

The public zone is intended to reserve land exclusively for public and semi-public uses in order to preserve and provide adequate land for a variety of community facilities which serve the public health, safety, and general welfare.

Table III illustrates the breakdown of how land is zoned in the neighborhood.

TABLE III

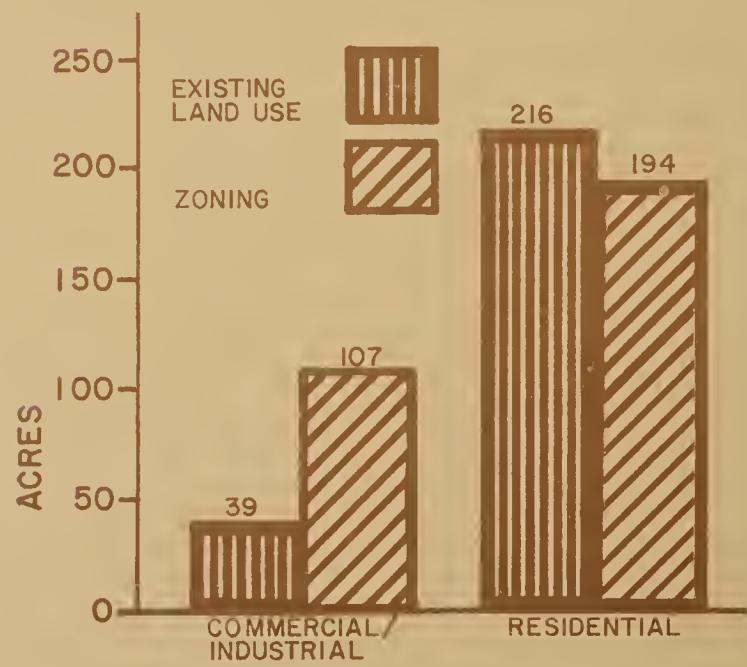
South Park Neighborhood Zoning  
December 1976

Zone	Acreage	% of Total
Residential R-6000	168.6	52.50%
Residential Multi-Family	1.9	.80%
Residential Multi-Family Restricted	23.6	7.50%
Neighborhood Commercial	.48	.17%
Neighborhood Commercial Limited	.64	.20%
Highway Commercial	10.5	3.00%
Community Commercial	51.1	15.00%
Controlled Industrial	44.6	14.20%
Public	20.5	6.90%
TOTAL	323.9	100.00%

Residential zoning is the most common in the neighborhood. It accounts for 194.1 acres or 60% of the net acreage in South Park. 87% of residentially zoned land is in the R-6000 zone classification which allows up to eight-plex development. Non-residential zoning accounts for 107.3 acres or 33.1% of the net neighborhood acreage. Non-residential zoning is divided between community commercial and controlled industrial uses.

The following chart compares the amount of land zoned to that actually utilized for the major land use categories. There are many acres of land zoned commercial and industrial which are actually being used as residential sites. This is primarily because the residential uses in the original townsite development preceded the commercial and industrial uses that have evolved in the area. This inconsistency between zoning and actual land use occurs a great deal east of 27th Street South where older residential structures occupy land which is zoned for commercial or industrial uses.

**CHART I**  
**SOUTH PARK NEIGHBORHOOD**  
**LAND USES COMPARED TO ZONING**  
**DECEMBER, 1976**



## HOUSING

The housing in the South Park Neighborhood is made up of units that are older than the housing found in most other neighborhoods of the city. Although there are some multi-family structures (17% of the dwelling units in the neighborhood are multi-family), most of the housing is wood frame single family structures on small lots. These structures were mostly built in the early part of the century; in fact, 78% of the housing units in South Park were built before 1939.

In a housing survey completed by the South Park Neighborhood Task Force, January 1976, it was determined that approximately 18% of the houses in the neighborhood have structural deficiencies. The area east of South 27th Street and South of the Park has the worst housing conditions. Also contributing to the declining housing stock is an increasing number of non-owner-occupied units. From 1970 to 1975 the number of renters increased from 54% to 55% while the City as a whole declined from 38% to 36%. Another indicator of the declining housing stock in the neighborhood is the high percentage of housing that lacks adequate plumbing facilities. According to the 1970 U.S. Census 18% of the South Park Neighborhood housing lacked adequate plumbing facilities compared to 4% for the City as a whole. A final factor that can be identified that relates to a declining housing stock is that the neighborhood has a lower income level than the City average and that 35% of the neighborhood heads of households are retired compared to 20% citywide. The result of these factors is a gradually declining housing stock in the South Park Neighborhood.

TABLE IV  
HOUSING CHARACTERISTICS  
SOUTH PARK NEIGHBORHOOD

HOUSING UNITS		
	SOUTH PARK	CITY WIDE
	% OF CITY	
1970	2,057	21,013
1975	1,843	22,144
1980	2,533	34,200
		12.5%
HOUSING UNITS BUILT PRIOR TO 1939		
1970	78.0%	34.0%
		229.0%
HOUSING VACANCY		
1970	11.9%	5.1%
1975	7.8%	1.9%
		233.0%
		410.0%
HOUSING UNITS WITH STRUCTURAL PROBLEMS		
1975	18.0%	
HOUSING UNITS ABANDONED		
1975	1.5%	
HOUSING UNITS LACKING PLUMBING FACILITIES		
1970	19.0%	4.0%
		475.0%

TABLE V  
OCCUPANT CHARACTERISTICS  
SOUTH PARK NEIGHBORHOOD

RENTERS		
	South Park	Citywide
	% of City	
1970	54.0%	38.0%
1975	55.0%	36.0%
		142.0%
		152.0%
PERSONS PER HOUSEHOLD		
1970	2.2	2.9
1975	2.3	3.3
1980	2.3	
		76.0%
		67.0%
FEMALE HEAD OF HOUSEHOLD		
1970	20.0%	9.0%
1975	8.0%	4.0%
		222.0%
		200.0%
RETIRIED HEAD OF HOUSEHOLD		
1970	7.0%	5.0%
1975	35.0%	20.0%
		140.0%
		175.0%
INCOME		
1970	\$ 5,663	\$10,626
1975	10,004	\$13,290
		53.0%
		75.0%

The areas east of South 27th Street and South of South Park contain the greatest amount of housing in need of substantial upgrading. These areas have been designated by the Neighborhood Task Force as areas in need of concentrated rehabilitation. Methods of retaining the residential character of the Taft School area and between South Park and State Avenue should be explored. The Neighborhood Task Force has placed housing as one of their highest priority goals. The redevelopment of existing housing units will strengthen the residential character and encourage the general upgrading of the neighborhood.

The residential character of these areas and the entire South Park Neighborhood can be enhanced by increasing home ownership and by encouraging homeowners to maintain and rehabilitate their property. The character of multi-family dwelling units can be enhanced by encouraging the maintenance of existing apartment buildings, by reducing the number of absentee landlords, and by encouraging the rehabilitation of substantial units. There are several housing programs which could help to accomplish these goals and thereby encourage private investment in South Park. Three programs that are available to the South Park Neighborhood and have the potential to accomplish these goals are the following.

#### The Rehabilitation Loan Program

This program was started in 1974 when the City of Billings set aside approximately \$200,000 in Revenue Sharing money to establish a low interest rehabilitation loan program. In 1975 a portion of the Community Development Block Grant Funds was added to the loan program. The goal of the program is to stop the decline of neighborhoods and to bring the maximum number of dwelling units in Billings up to health and safety standards. This is being done by providing a low cost loan source to low and moderate income residents who would be refused by traditional lending institutions.

Decisions on loan applications are made by the City Housing Authority and the loans are administered by the Valley Credit Union.

#### Section Eight New Construction Program

A second program which could be used to the best advantage in multi-family residential areas in the neighborhood is the Federal Government's Department of Housing and Urban Development Section Eight New Construction Program. This program subsidizes the rents of lower income residents. Housing that has been approved for construction in the near future under the Section Eight Program are 20 units of family housing and 64 units of elderly housing both to be located adjacent to South Park.

#### Demolition Program

In the South Park Neighborhood Task Force housing survey it was discovered that 1.5% of the dwelling units in the neighborhood were abandoned or severely dilapidated and had a blighting effect on surrounding residential areas. The Billings Community Development Department is administering a grant program for the demolition and removal of abandoned or severely dilapidated structures so that new structures may be built.



PETER YEGEN HOME

#### HISTORIC PRESERVATION

The South Park Neighborhood contains some of the earliest history of Billings. Many early leading families built their homes on the Southside of town and there are still a few fine examples of early Billings architecture still standing in the neighborhood.

Among these were:

1. Christian Yegen 208 S. 35th St.
2. Peter Yegen 209 S. 35th St.
3. The Branger Family 31st & 4th Ave. S.
4. The Gilsdorf House 28th St. between 1st and 2nd Avenue S.
5. The Neilson home between 2nd Ave. and 29th St.
6. The Remington home at 114 S. 29th St.
7. Romeola Vigne home South 29th between 1st and 2nd Avenue S.

The original fire station in the city is also in the neighborhood and is presently serving as the Billings Boys Club. It is scheduled for restoration as a fire department museum by the City Fire Department.

#### TRANSPORTATION

Transportation facilities provide for the movement of people and goods. The South Park Neighborhood has numerous forms of transportation available: streets, buses, bikeways, rail lines and sidewalks.

Streets: There are three functional types of streets in the neighborhood - arterials, collectors and locals. Together these roadways constitute the neighborhood street system.

The major street classifications are:

- (1) Arterials - Providing through movement between areas and across the city within limited access to abutting properties. Streets in this category are South 27th Street, 1st Avenue South, State Avenue and Jackson Street.

- (2) Collectors - Providing for movement between arterials and local streets with direct access to abutting properties. Streets in this category are 6th Avenue South from 27th Street to State Avenue, South 31st Street and South 21st Street.
- (3) Locals - Providing for direct access to abutting land and for neighborhood traffic circulation. All streets not mentioned above are within this category.

Streets of particular concern are South 27th Street, State Avenue and First Avenue South. 27th Street has a unique role in the area. It serves as the major north-south route from the airport to Interstate 90. Because of its location, it splits the neighborhood into sections; and because traffic has increased to an average of 11,755 cars a day or an increase of 43% between 1974 and 1976, there is a major problem with pedestrians crossing the street to get to South Park, Taft School and other points within the neighborhood.

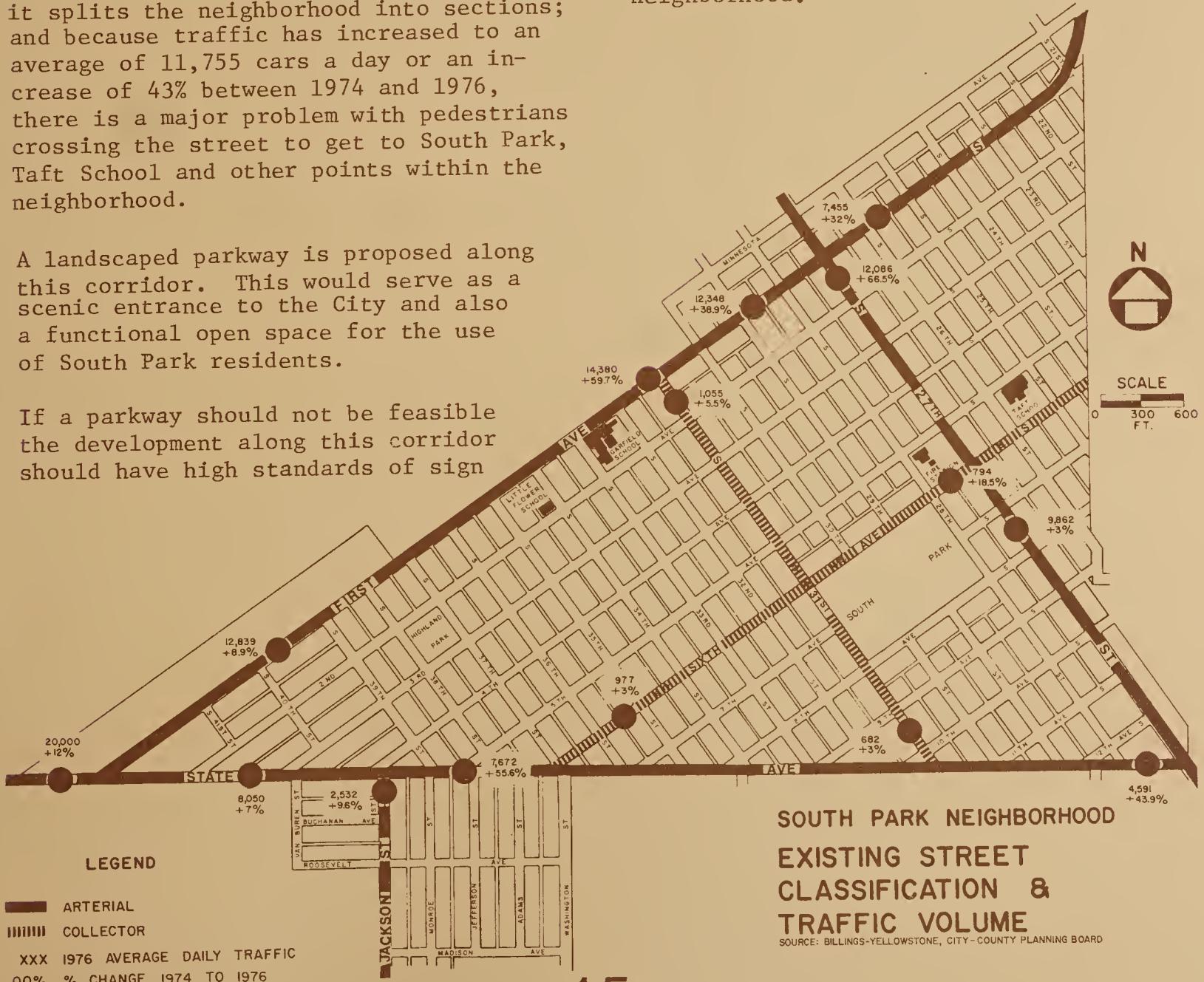
A landscaped parkway is proposed along this corridor. This would serve as a scenic entrance to the City and also a functional open space for the use of South Park residents.

If a parkway should not be feasible the development along this corridor should have high standards of sign

control and landscaping. Innovative architecture and a minimum of curb cuts should be encouraged.

State Avenue is increasing in importance as a traffic carrier. Between 1974 and 1976 average daily automobile trips increased 35.5% to 6771 automobiles per day. Because of the increasing conflicts between residential uses and automobile and truck traffic this corridor has been selected to be included in an Urban Design District to determine its eventual role in the area.

First Avenue South is the most heavily travelled street in the neighborhood with an average of 12,356 automobile trips per day in 1976, an increase of 34.9% since 1974. This is the primary commercial-industrial street in the neighborhood.



## MASS TRANSIT

The South Park Neighborhood is presently served by two city bus routes. The Southside route offers service from 6:15 am to 6:45 pm Monday through Friday; Saturday 7:45 am to 4:15 pm. The Southside/Eastside route offers peak hour service from 7:10 am to 10:05 am and 3:30 pm to 6:30 pm.

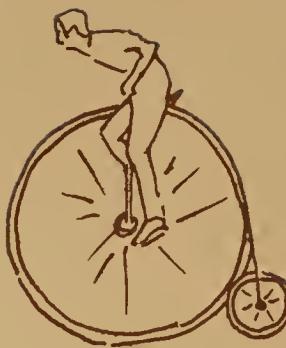
An additional crosstown route has been proposed by the Transportation Systems Management Plan, (TSM) March 1977.

Transit ridership among South Park residents could increase substantially with this route since more direct service to desired destinations would be provided.

The crosstown route would travel on South 27th Street, 6th Ave. South, State Ave. and Jackson Street.

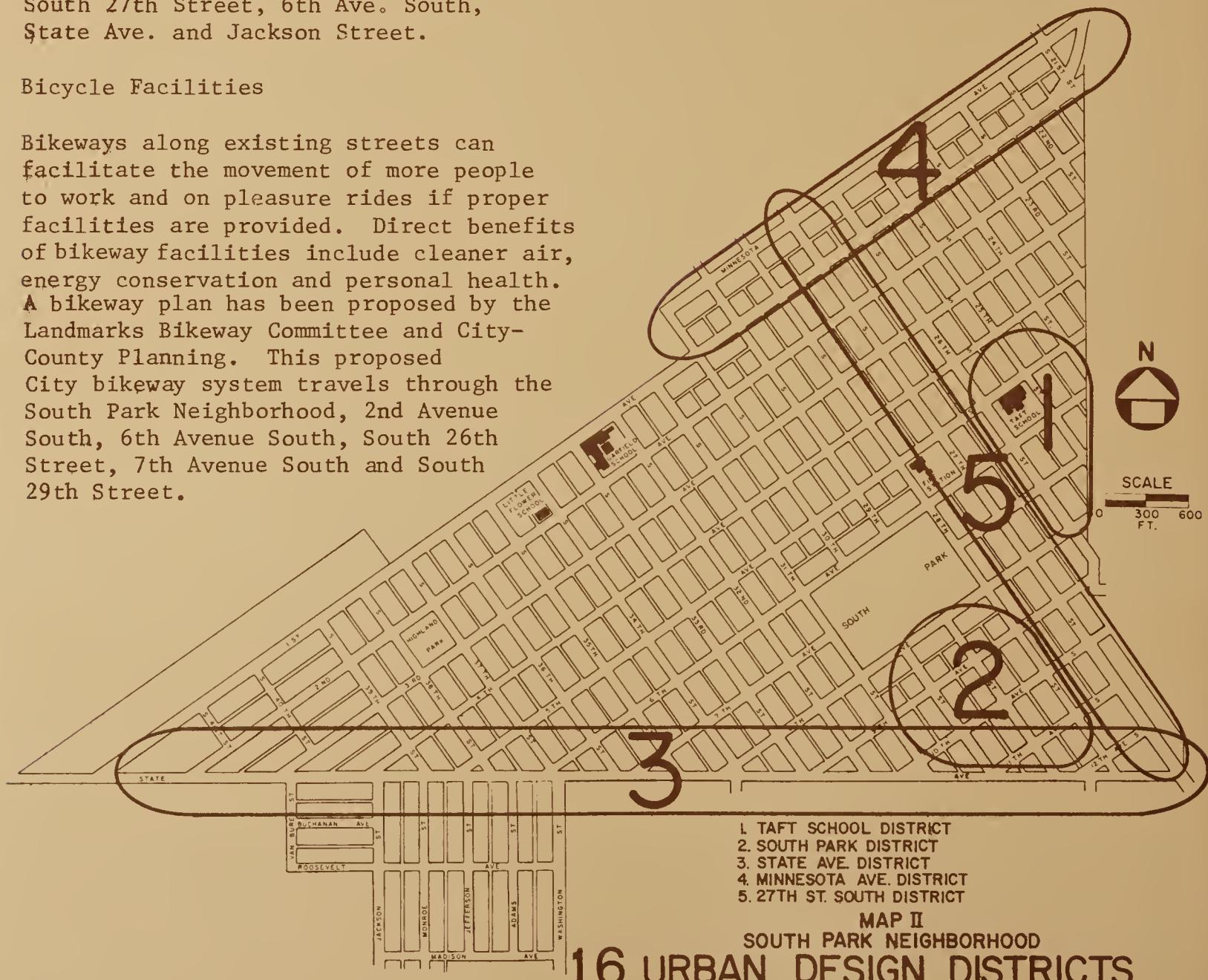
## Bicycle Facilities

Bikeways along existing streets can facilitate the movement of more people to work and on pleasure rides if proper facilities are provided. Direct benefits of bikeway facilities include cleaner air, energy conservation and personal health. A bikeway plan has been proposed by the Landmarks Bikeway Committee and City-County Planning. This proposed City bikeway system travels through the South Park Neighborhood, 2nd Avenue South, 6th Avenue South, South 26th Street, 7th Avenue South and South 29th Street.



## URBAN DESIGN

Urban design is a process that enables an area in the neighborhood to solve special problems, to redesign an area that is not functioning well or to propose new uses for particular streets or unused land. Urban Design entails analysis of a particular situation, development of alternative solutions, and possible implementation techniques.



The South Park Neighborhood has a grid iron street pattern. The neighborhood's centralized location in the city increases the movement of traffic through the South Park Area. The concept of restructuring the layout of some streets by urban design techniques could eliminate off-centered alignments, providing pockets of green space, reducing traffic around the park, channeling traffic onto existing arterials, and providing diversity to the area improving the urban landscape.

The environmental quality of the neighborhood can be improved by the planting of trees and development of landscaped areas along roadways.

Urban design districts have been designated in areas that are in particular need of physical improvement. They are: (1) the Taft School District, (2) the South Park District, (3) the State Avenue District, (4) the Minnesota Avenue District, (5) the South 27th Street District. Special urban design plans will be developed for these areas.

#### The South Park District

This district comprises approximately 16 blocks of land between South Park and State Avenue. The area is characterized by older single family and multiple family housing units that are in need of rehabilitation and a large amount of vacant land. In contrast to the Taft School District, this area has been given a definite direction in which to develop. Recently with the

backing of the South Park Neighborhood Task Force, the Billings City Council passed a Council initiated zone change to rezone a large portion of this area to residential use. This, in effect, made zoning consistent to the existing land uses in the area.

#### State Avenue District

This district is defined as the land along State Avenue between South 27th Street and First Avenue North. A special study is proposed to seek solutions to the ever increasing conflict between automobile traffic and the older residential development above State Ave.

Consideration should be given to closing off several local streets in the neighborhood which intersect State Avenue. The orientation of South Park's local streets do not align perpendicular with State Avenue. As a result, several intersections contain a large, unused paved area created by the convergence of streets laid out on different grids.

By closing off several of the intersecting streets, traffic flow conditions could improve along State Avenue as well as within the South Park neighborhood. This street closure scheme would also allow the conversion of vacated street sections to tree lined buffer zones, thus insulating South Park residents from the traffic along State Avenue. A possible street closure plan for several intersections north of State Avenue is illustrated below.

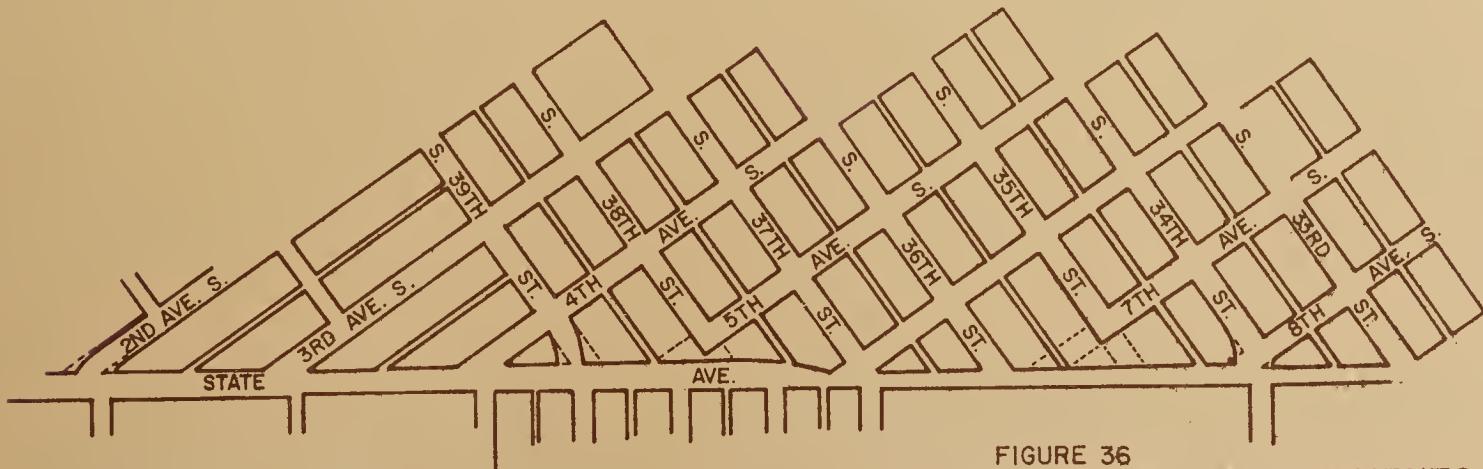
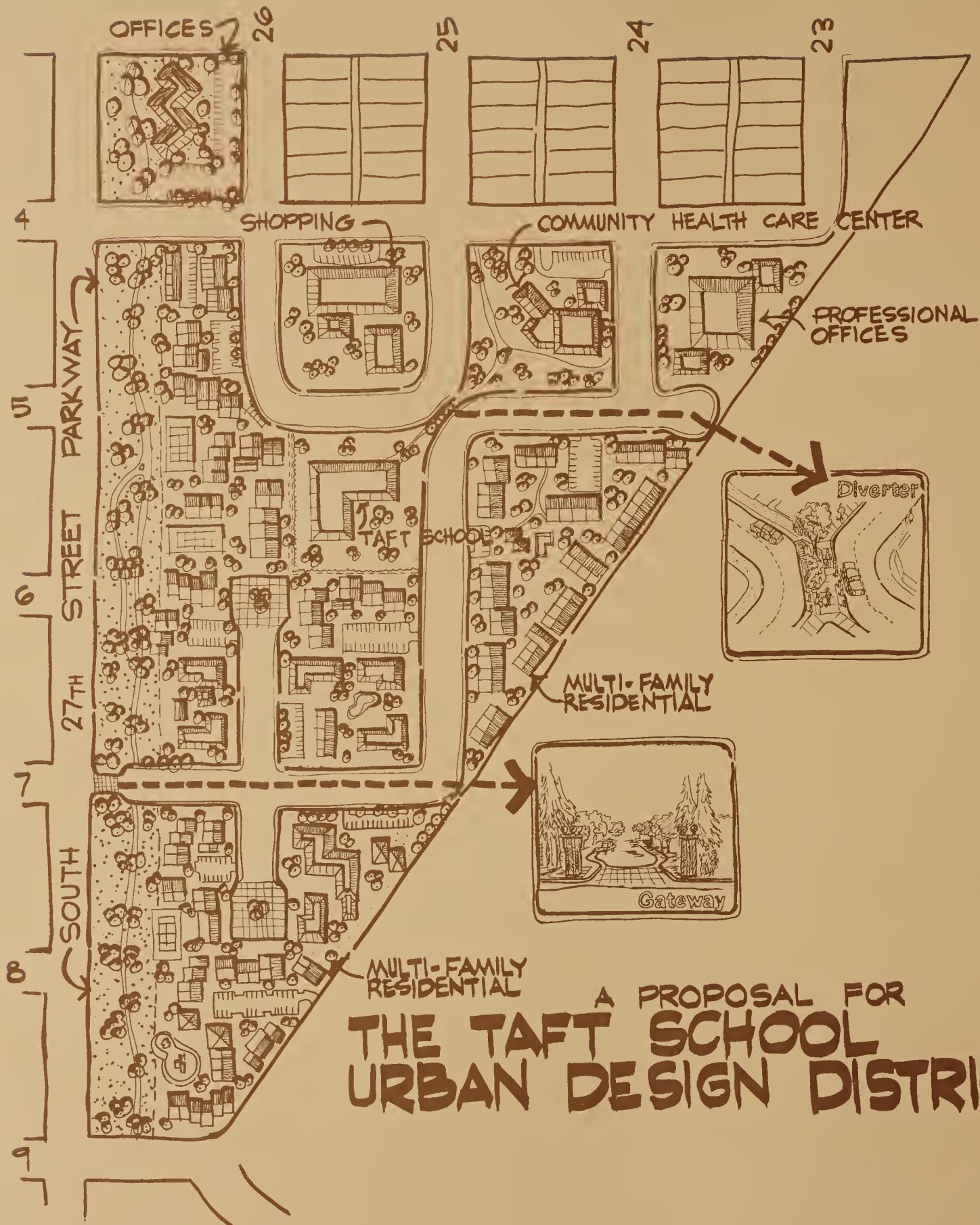


FIGURE 36  
POSSIBLE STREET CLOSURE IMPROVEMENTS  
ALONG STATE AVENUE



# A PROPOSAL FOR THE TAFT SCHOOL URBAN DESIGN DISTRICT

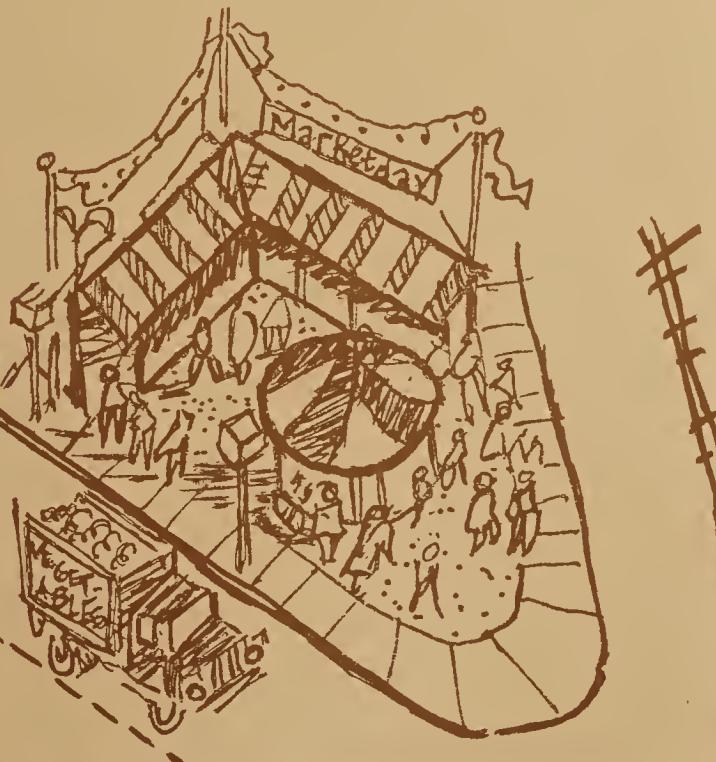
## The Taft School District

The ten block area around Taft School is characterized as having a high percentage of vacant land and a large amount of deteriorating residential structures. Because of a gradual intrusion of commercial and industrial uses the area has no definite direction towards residential or non-residential development. This area could be re-developed into a residential area with development centering around the Taft School. The other alternative is a new commercial area leading to the removal of the school as existing residential uses leave. The Neighborhood Task Force has specified this area as a priority area for new residential development centered around Taft School. It is anticipated that a special urban design study will be performed to help determine the type of eventual development that is appropriate for this area.



**Plaza**

## Marketplace



## Minnesota Avenue District

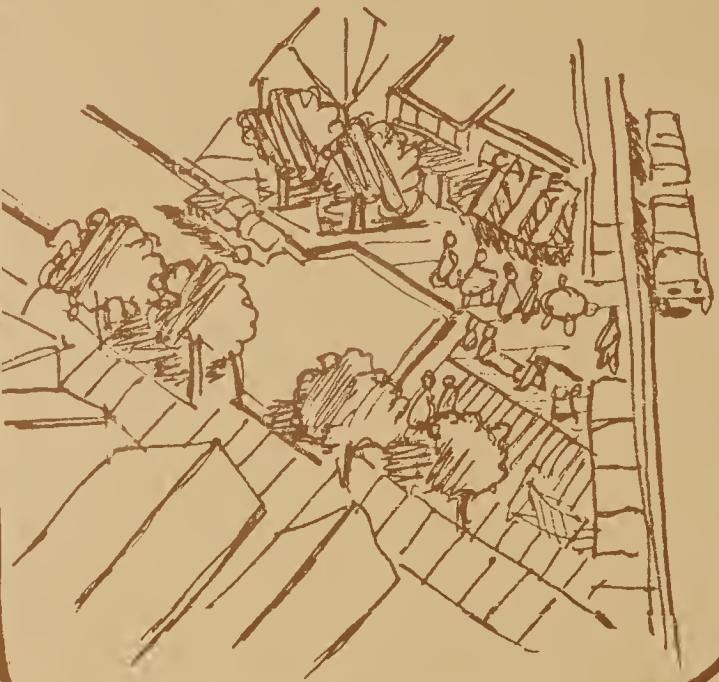
This area is the oldest district in the neighborhood and is part of the original townsite. Many of the structures are of historic significance and are in desperate need of restoration. Others, however, are in a state of disrepair and badly need rehabilitation or in some cases demolition. A special study is proposed for this district to define the ultimate use of the area.

## South 27th Street District

South 27th Street serves as the primary entrance to Billings from Interstate 90. It has, over the years, declined to a state of urban blight that is seen as a high priority for redevelopment. Land uses are typically vacant land, dilapidated single and multiple family housing units and a few new commercial uses. This district is an area of great concern from a land use and traffic standpoint. A parkway has been proposed for

the area that would greatly limit the types of land uses appropriate to South 27th Street. A landscaped linear park would replace potential strip commercial development and enable South 27th Street to be a beautiful entrance to Billings and a significant addition to recreational and open space land in the neighborhood.

## Sitting Place



### COMMUNITY FACILITIES

Community facilities within the neighborhood are comprised of schools, parks, police and fire services, churches, and community organizations. These services play an important role in the health, safety and general welfare of the neighborhood and make South Park a better place to live.

#### Parks

There are two parks in the South Park Neighborhood - South Park and Highland Park.

South Park, the first park in Billings, is classified as a community park and as such serves an area of  $\frac{1}{2}$  to 1 mile. It is located along 6th Avenue South between South 29th Street and South 31st Streets, and has an area of 16.5 acres. Its facilities include a recreation building, restrooms, swings, playfield, baseball and softball fields, ice skating, four tennis courts, swimming pool, wading pool, picnic area and horseshoes. The park facilities show signs of old age and in many cases facilities such as the playground are substandard and inadequate. The flood irrigation technique renders many acres unusable for 2-3 days at a time.

Highland Park is classified a neighborhood park and as such serves an area of  $\frac{1}{4}$  to  $\frac{1}{2}$  mile. Located on Third Avenue South between 37th Street and 38th Street South, it has an area of 2.07 acres. Its facilities include restrooms, slides, merry-go-round, teeter-totter, climbing bars, sand box or digging pit, wading pool, picnic area and horseshoes.

The restroom facilities and sidewalks are in poor condition and play equipment is in need of rehabilitation.

#### Schools

There are three public elementary schools one private elementary school and one junior high school in the South Park neighborhood. South Park schools are all within School District No. 2. It has been projected by the school district that city junior highs are currently overcrowded and are at a peak enrollment level. It is expected, due to a declining birth rate, that in the junior highs over the next few years, enrollments will decline.

The elementary schools will continue to decrease in enrollment for the next three years and then level off with a slight increasing enrollment pattern.

These trends are in part due to a national trend of smaller family size. It is also due to the dramatic increase of retired people in the neighborhood.

### Fire

The South Park Neighborhood is the location of Fire Station Number 2. This station serves as the fire fighting facility for the south side of Billings. It is located at 501 South 28th St. and occupies a .65 acre site. It has a 3 man combat crew on duty 24 hours a day. In addition to fire fighting responsibilities Fire Station 2 is the training facility for the City Fire Department. The primary service area for this station is all fires in the southside of Billings and commercial structure fires in the central business district.

### Churches

There are numerous churches located throughout the South Park Neighborhood providing a wide range of religious opportunities.

Church organizations include: Spanish Assembly of God, Little Flower Catholic Church, Our Lady of Guadelupe Church, Church of God Full Gospel, Church of God in Christ Mission, The Church of God - New Testament Judaism, Wyman African Methodist Episcopal Church, Pilgram Congregational Church, All Nations Mission Church, Salvation Army, and St. Paul's United Church of Christ.

Church related organizations include: Friendship House and the Institute of Cultural Affairs.

TABLE VI  
SOUTH PARK SCHOOL ENROLLMENTS

SCHOOL	ENROLLMENT											1966-1976 % CHANGE
Riverside	642	676	669	729	794	842	784	791	784	790	751	+17%
Taft	264	233	255	236	236	239	251	215	191	240	205	-22%
Orchard	298	297	318	298	257	267	262	243	241	239	227	-24%
Garfield	386	416	466	476	446	454	371	376	364	412	418	+ 8%
Little Flower	277	-	200	160	153	122	97	85	74	84	63	-77%
City Wide	11538	11530	11670	11810	11685	11433	11442	10797	10744	11297	11289	- 2%
YEAR	1966	1967	1968	1969	1970	1971	1972	1973	1974	1975	1976	

Source: School District 2

## Police

The South Park Neighborhood is served by Beat 6 of the Billings Police Dept. This Beat is broken down into 5 shifts with one officer on each day time shift and two officers on each evening shift.

Table VII illustrates the total crime that occurred in the neighborhood and the city for 1976. 9151 instances of crime were reported in the neighborhood which is 16.8% of total reported crimes in the City.

## Community Organizations

There are over 14 community organizations in the South Park Neighborhood providing a wide range of individual assistance, fellowship and recreational opportunities and neighborhood improvement to local residents. Included in these organizations are:

The Billings Indian Center, Billings Welfare Rights Organization, Billings Boys Club, Expanded Food and Nutrition Program, Friendship House of Christian Service, Maternal Child Health Nursing Service, Salvation Army, South Park Senior Citizens Center, Concilio Mexicano de Montana, Southside Guild, Billings American Indian Council, Urban 4-H, and the City Park's Department.

## **ENVIRONMENTAL CONDITIONS**

The South Park Neighborhood is situated in close proximity to industrial

facilities such as the Conoco Refinery and Great Western Sugar that produce significant amount of air pollution, foul odors and noise. These facilities have an adverse effect on the neighborhood quality of life and has been detrimental in attracting new development to the area.

Major traffic corridors such as S. 27th Street, State Avenue, and 1st Avenue South produce an ever increasing amount of air pollution and noise as a result of automobile and truck traffic.

The neighborhood landscape is characterized by an abundance of large shade trees of many varieties. These trees help give a feeling of serenity and reinforce the residential character of the area.

Pockets of blight along Minnesota Ave. and in a few residential sections especially east of South 27th Street, detract from the physical environment. Generally the Minnesota Avenue strip and portions of First Avenue South lack vitality, and as a result, contains many poorly maintained marginal businesses and boarded-up homes and businesses which effect adjacent properties and the neighborhood as a whole. Residential areas where environmental problems exist are, for the most part, confined to the area east of South 27th Street and some areas south of South Park where structural deterioration is prevalent. The land use patterns of the South Park Neighborhood Plan will aid in correcting these problems.

TABLE VII  
CRIME TRENDS 1976  
SOUTH PARK NEIGHBORHOOD

	Jan.	Feb.	March	April	May	June	July	Aug.	Sept.	Oct.	Nov.	Dec.	Total 1976
SOUTH PARK	799	695	663	799	840	882	863	923	801	693	576	617	9151
BILLINGS	4695	4215	4301	4565	5026	4967	4982	4962	4562	4489	3800	4067	54631
PERCENT OF CITY	17.0%	16.5%	15.4%	17.5%	16.7%	17.8%	17.3%	18.6%	17.6%	15.4%	15.2%	15.2%	16.8%

SOURCE: BILLINGS POLICE DEPARTMENT

# NEIGHBORHOOD PLAN RECOMMENDATIONS

The goal of the South Park Neighborhood is to maintain and improve the residential and commercial character of the neighborhood by providing decent housing, well defined commercial areas and a high quality of life for South Park residents. The following long range neighborhood goals have been developed by the South Park Neighborhood Task Force. These goals are the result of numerous public neighborhood meetings held by the Neighborhood Task Force since November, 1975 that analyzed the neighborhood and proposed various improvements to the local situation. These goals were then adopted by unanimous vote of the South Park Neighborhood at a public meeting held in the Friendship House February 3, 1977.

## LAND USE GOAL

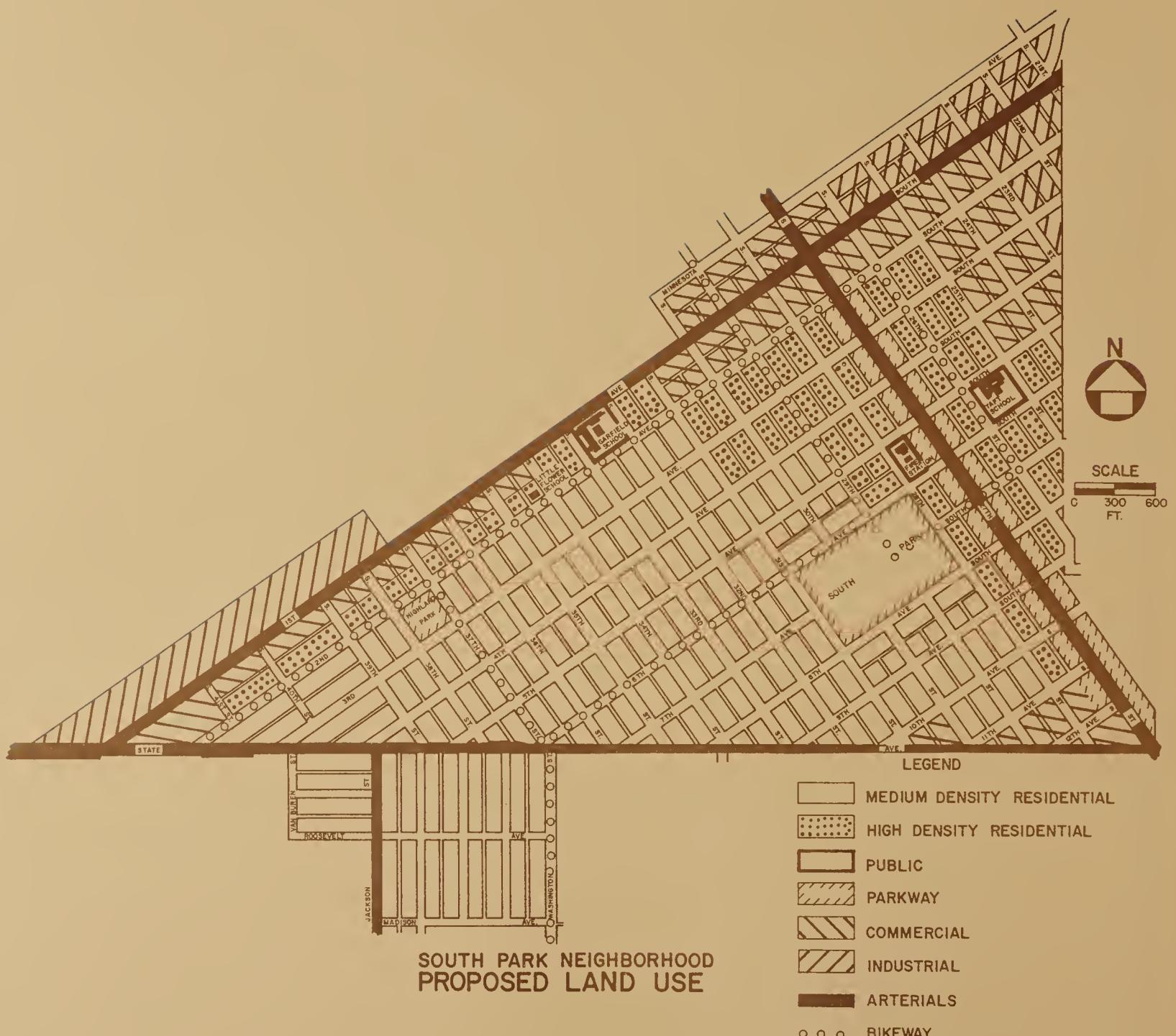
The land use goals of the South Park Neighborhood are intended to maintain the residential character of the area and also to encourage those commercial establishments that are compatible with the South Park Neighborhood. These goals are to be accomplished by the following policies.

1. To preserve South Park as a neighborhood center.
2. To maintain residential zoning.
3. To discourage random zone changes from residential to commercial uses.
4. To discourage random through traffic in the neighborhood.
5. To promote open space and scenic accesses.
6. Citizen review of proposed multi-family housing developments to assure their compatibility with the neighborhood.
7. Change zoning to reflect predominate land uses where such land uses are in accordance with the neighborhood plan.
8. Preservation and restoration of historic sites within the neighborhood.

9. Encourage commercial development within the area that is predominately developed as commercial.
10. Encourage the development of housing in the Taft School area.
11. Maintain and upgrade the residential character of the area between South Park and State Avenue.



CITIZEN INPUT



## HOUSING GOAL

The housing goal is to maintain a residential community by:

1. Discouraging commercial development in residential areas.
2. Encouraging renovation and rehabilitation of existing housing stock by:
  - a. neighborhood clean-up projects.
  - b. encouraging the use of Community Development Housing Rehabilitation Loans for interior and exterior renovation projects.
3. To plan orderly residential growth and development through land acquisition and the encouragement of housing development.
4. To encourage and support zone changes in areas where the land use is predominately residential, but zoned commercial.
5. Encourage new residential development that will provide a variety of housing types.

## TRANSPORTATION GOAL

The transportation goal of the South Park Neighborhood is to (1) preserve neighborhood integrity by minimizing through traffic corridors, (2) enable safe pedestrian movement throughout the neighborhood, and (3) effectively buffer residential areas from arterial streets to improve neighborhood residential character. These goals can be accomplished by the following policies:

1. Continue the use of South 27th Street as the major north and south road.
2. Continue the use of 1st Avenue South, and State Avenue as the major east and west roads.
3. Discourage the use of any neighborhood streets, other than those mentioned above, for heavy, through traffic use.

4. Discourage any proposals to use South 28th as a one-way street.
5. Encourage the use of alternate forms of transportation such as mass transit, pedestrian movement and the development of bikeways.
6. Encourage safe pedestrian movement across 27th Street, State Avenue, and King Avenue.
7. Encourage the modification of streets, where necessary, to improve residential character and to develop an efficient buffer between busy streets and residential areas.
8. Develop unusable "left over triangles of land" along State Avenue into "mini-parks" and possible transit stopping points.
9. Discourage large trucks from using residential streets.



## HISTORIC PRESERVATION GOAL

It is the Historic Preservation Goal of the South Park Neighborhood to retain local history by preservation and rehabilitation of structures with historic significance.

This goal can be accomplished by the following policies:

1. Identify all historic buildings and sites, and prepare recommendations for designation of individual landmarks.
2. Encourage the preservation of the City's original fire station at South 30th Street and 2nd Avenue South. Start a restoration project to develop a fire department museum located at this site.
3. Encourage the development of River-front Park as a recreational and historic area.
2. Giving special study to the State Avenue corridor in order to separate residential areas from automobile traffic.
3. Encouraging the development of a parkway along South 27th Street.
4. Incorporation of historic sites into future redevelopment plans.
5. Encouraging beautification and general redevelopment of Minnesota Avenue.
6. Encouraging the development of small vacant land parcels into mini-parks and transit shelters where appropriate.
7. Encouraging solutions to minimize the railroad track as a barrier between the South Park Neighborhood and other areas of the City.
8. Encourage the use of plant materials and tree planting where appropriate along major roads such as State Avenue, South 27th Street, Minnesota Avenue and First Avenue South.
9. Encourage the development of a sign control ordinance.
10. Encourage the development of adequate parking areas for schools and other public facilities.

## **URBAN DESIGN GOAL**

The Urban Design Goal of the South Park Neighborhood is to maintain neighborhood identity and to improve the quality of life by:

1. Giving special study to the area around Taft School to promote a residential atmosphere.

## **ENVIRONMENTAL QUALITY GOAL**

It is the goal of the South Park Neighborhood to improve the environmental quality of the area. This can be achieved by the following policies:

1. Encourage only "clean industry" to locate in the neighborhood as indicated on the "Proposed Land Use" Map.
2. Encourage the sugar factory and oil refinery to maintain a high standard of pollution control and landscaping.

3. Encourage a reduction in the dependency upon private automobiles by increasing the availability of public transit, employment opportunities within a reasonable walking distance of residential areas, and development of a bikeway network.
4. Eliminate open drains originating from the sugar factory.
5. Encourage residences and business to use recycling centers.

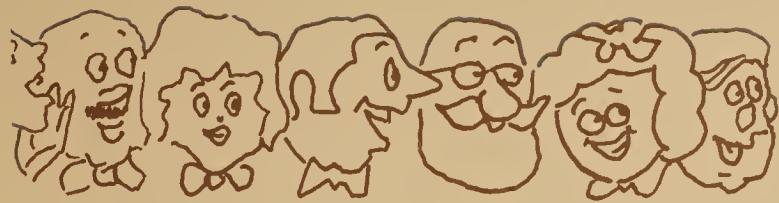
## COMMUNITY FACILITIES GOAL

The Community Facilities Goal for the South Park Neighborhood is to provide adequate facilities for recreation, neighborhood functions and social services within the neighborhood. This can be accomplished by the following policies:

1. South Park should be retained as the center of neighborhood activity.
2. Facilities in South Park such as the swimming pool, tennis courts and play equipment, etc. should be kept in good condition and rehabilitated when necessary.
3. Expanded day care facilities should be developed in the area.
4. A community center should be developed coordinated with existing facilities, and incorporating health care facilities, neighborhood meeting space and recreation facilities.
5. Transit shelters combined with mini-parks should be developed in appropriate locations.
6. Encourage the development of river-front land for park use.

## SOCIAL FACTORS GOAL

The overall goal is to renew the South Park area to a point that the neighborhood is once again proud of itself. To achieve this we propose to:



1. Encourage inclusion of all economic, ethnic, and age groups in the South Park neighborhood, including their participation in the local decision making process.
2. Support a sense of belonging to and caring for another by area residents, through social events, cultural awareness, neighborhood improvement projects and celebrative opportunities.
3. Maintain awareness of human values and responsible relationships, so these are not lost sight of in pursuit of other valid goals.
4. Encourage provision of health, recreation, and other service facilities, and housing and employment opportunities for all age groups and economic levels.
5. Provide for an adequate all-weather community center for neighborhood meetings, youth activities, and other social functions.
6. Make South Park and other areawide facilities available for concerts by the Symphony Orchestra and other cultural groups.



SOUTH PARK

# ONE YEAR IMMEDIATE ACTION PLAN

The following are recommended for implementation during 1977-1978. These recommendations are listed in order of significance.

## RECOMMENDATION

1. Continue Neighborhood Planning
2. Land acquisition in the Taft School area and between South Park and State Avenue for residential development  
Prepare Urban Design Studies for both areas
3. Continuation of neighborhood improvement projects
  - a. housing rehabilitation loans & grants
  - b. house painting, tree trimming
  - c. garbage racks, weed removal, car body removal
4. Fire station museum
5. Funding for the "Voice" and other publicity projects (posters, billboards, postage)
6. Storm sewer in Taft School area
7. Street maintenance - financial aid for residents who cannot afford chip seal program
8. Resurface and reconstruction of tennis courts in South Park
9. Safety program in and around South Park and Highland Park
10. Farmers Market
11. Initiate development of community service center
12. Construct new restroom facilities in Highland Park
13. Continue working to minimize pollution problems in the neighborhood

## PRINCIPAL IMPLEMENTING AGENCY OR GROUP

- |                                   |
|-----------------------------------|
| City-County Planning              |
| Community Development             |
| City-County Planning              |
| Community Development             |
| Community Development             |
| Task Force                        |
| Fire Dept., Task Force            |
| Community Development Agency      |
| Task Force                        |
| City Engineer                     |
| Community Development             |
| Park Board                        |
| Park Board, Police,<br>Task Force |
| Task Force                        |
| Task Force                        |
| Park Board                        |
| Task Force                        |

# FIVE YEAR DEVELOPMENT PLAN

The following recommendations are for the purpose of implementing the South Park Neighborhood Plan over a five year period. These recommendations are listed in order of priority.

<u>RECOMMENDATION</u>	<u>PRINCIPAL IMPLEMENTING AGENCY OR GROUP</u>
1. Continue Neighborhood Planning	City-County Planning
2. Residential development of Taft School Area. Blocks $\frac{1}{2}$ of 182, 181, $\frac{1}{2}$ of 184, 186, $\frac{1}{2}$ of 214, 213, 212, $\frac{1}{2}$ of 227, 228, $\frac{1}{2}$ of 230. This will be accomplished by: a. land acquisition b. rezoning to residential zones c. interest developers d. curb and gutter, sidewalk, storm sewer, street paving and street lighting projects.	Community Development City-County Planning Community Development Agency, Task Force City Engineers, Community Development Agency, Task Force
3. Residential development of the area between South Park and State Avenue. Blocks 234, 233, 232, all 239, $\frac{1}{2}$ of 243, 242, 241, 240, 247, 246, $\frac{1}{2}$ of 245. This will be accomplished by: a. land acquisition b. interest developers c. curb and gutter, sidewalk, storm and sanitary sewer, street paving, and street light projects.	Community Development Community Development City Engineer, Community Development Agency, Task Force
4.. Encourage development of Community Service Center	Task Force
5. Upgrade and improve Southside Parks	Park Board, Task Force
6. Continuation of housing rehabilitation Continuation of new housing development	Community Development Community Development, Task Force
7. Maintain residential zoning	Task Force, City-County Planning
8. Preservation and restoration of historic sites	Task Force
9. Assist in development of indoor pool in city	Task Force
10. Continue to build community pride	Task Force
11. Continue working to minimize pollution problems in the neighborhood	Task Force
12. Supporting the concept of a parkway along S. 27th Street	Community Development

## PLAN IMPLEMENTATION

This plan is intended to guide the redevelopment growth of the South Park Neighborhood. It is beyond the scope of the plan to propose in detail, special methods of implementation. The Billings City Council and groups such as the Neighborhood Task Force must be the decision makers in making plan proposals a reality. The City of Billings Community Development Department does have funds available for neighborhood improvements projects.

The City Community Development Office serves as program administrator and a funding agency for activities eligible for assistance under the Housing and Community Development Act of 1974.

"The primary objective of the Housing and Community Development Act is the development of viable urban communities by providing decent housing and a suitable living environment and expanding economic opportunities, principally for persons of low- and moderate-income. This objective is to be achieved through elimination of slums and blight and detrimental living conditions, conservation and expansion of housing and housing opportunities, increased public services, improved use of land, increased neighborhood diversity and preservation of property with special values."

Community Development Act funding is a means by which designated areas such as the South Park Neighborhood may achieve needed funding for neighborhood improvement programs and the implementation of portions of this plan.

The Billings-Yellowstone City-County Planning Board, the City Zoning Commission and City Council have the responsibility for land use decisions and would be directly involved, along with the Neighborhood residents, in making the land use proposals within this plan a reality.

## ANNUAL REVIEW

The Neighborhood Plan will be reviewed by the City-County Planning Board, the South Park Task Force and other interested groups on an annual basis. If revisions are necessary then these shall be approved by the South Park Neighborhood Task Force and completed by the City-County Planning staff.

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## SOUTH PARK NEIGHBORHOOD TASK FORCE

The Billings-Yellowstone City-County Planning Board wishes to thank the South Park Neighborhood Task Force for their participation in the development of this plan. Eighteen months of hard work, night meetings, weekend projects and good times have been spent by the Task Force in their commitment to making South Park a better place to live.

Members of the South Park Neighborhood Task Force who assisted in the preparation of this plan are:

Marion Dozier, Chairman  
Agnes Crow, Past Chairman & Co-Chairman  
Bill Hanson, Secretary  
Helen Adams, Corresponding Secretary & Historian  
Paul Reeder, Friendship House  
John Fine  
Rob Federico  
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## NOTES

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